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ABSTRACT

The central question of this book is, how can schools that are already overloaded with assignments from society find the time and techniques to produce effective citizens? Six chapters examine this problem. Chapter 1 documents the need for civic education and the problems related to providing an effective civic education. Chapter 2 explores the many different interpretations of citizenship education and determines that it stems from all educational experiences. A discussion of the different content areas and approaches associated with citizenship education is presented in chapter 3. State mandates and the place of citizenship education in the elementary, junior high, and high school curricula are outlined in chapter 4. Methods of providing hands-on experience to students through youth participation programs are outlined in chapter 5. The concluding chapter discusses ways to use the bicentennial celebration to revitalize citizenship education. A five-page list of references is provided, and the book concludes with 21 recommendations for strengthening civic education. (SM)

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CITIZENSHIP

GOAL OF EDUCATION

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AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

CITIZENSHIP
GOAL OF EDUCATION

By Diana L. Reische

American Association of School Administrators
through a grant from the
M.R. Robinson Fund

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INTRODUCTION

Since its founding in 1865, the American Association of School Administrators (AASA) has been an advocate for children and youth. We believe, with Thomas Jefferson, that educated people are basic to a free and democratic society.

All schools should provide programs that will help students better understand both their rights and responsibilities as citizens. While the bicentennial celebration for the U.S. Constitution will be observed from 1987 through 1991, our commitment to citizenship education in the schools should be ongoing.

Citizenship: Goal of Education is only one of AASA's many contributions to the 200th anniversary of the Constitution. However, it is a gift we hope will keep on giving, since the ideas and examples of effective citizenship education programs are sure to stand the test of time.

I urge you to read this important book from cover to cover, discuss what it has to say with educational and other leaders in your community. Seize the moment to make citizenship education in your schools even more effective. Your community, your state and the nation will be strengthened because of your act of citizenship.

Richard D. Miller
Executive Director
American Association
of School Administrators (AASA)

FOREWORD

This book provides practical counsel
for the busy educator who believes
that citizenship remains one of the
Seven Cardinal Principles of education in America.

It is fairly easy for principals and superintendents to affirm their belief that schools should provide teaching and learning resources to develop "good citizens." It is not so easy to define the terms, to establish learning objectives and procedures, and to assess the outcomes.

The late M. R. Robinson ("Robbie"), known to many as a "publisher's educator and the educator's publisher" cared deeply about the schools' responsibilities for citizenship learning and experiences. The modest foundation he established 25 years ago as The Maurice R. Robinson Fund is now dedicating most of its resources to furthering these hopes and concerns of its founder. The five Trustees of the Fund, made up mostly of retired associates of Robbie in Scholastic Inc., serve without compensation to carry forward his ideals. This book,accordingly, through companionship with AASA, is the first major effort to invest the Fund's resources in citizenship education.

Diana Reische, the author, is mindful of the wide disparities in the degree of attention being given by the schools to the citizenship question. She has searched the literature on the subject and finds it wanting in useful guidelines for the practitioner. Yet, she has discovered a vast amount of work by social scientists and other scholars, decrying the "disarray" surrounding the subject.

She has distilled into manageable form a statement of the problem, a variety of solutions, and an encouraging collection of examples of good programs that work.

The question we put to Ms. Reische and to the AASA leadership was: *What can the schools of America do to enhance in our young people an awareness of their rights and responsibilities in a free society and the constructive exercise of those rights and responsibilities?* This book is an answer, at least in part, to that important question.

We hope school leaders throughout America will step back for a moment from the press of the multitude of expectations weighing upon them. We hope they will ponder seriously the italicized question above, and agree that the development of good citizens lies at the very heart of our profes-

sion. And we hope they will find in this book the inspiration and the guidelines for renewing their commitment to the task.

Sidney P. Marland, Jr.
former Superintendent of Schools
former U.S. Commissioner of Education
former President, The College Board
Life Member, AASA

DEDICATION

This publication has been prepared with the support of the M.R. Robinson Fund. The late Mr. Robinson, to whom this book is dedicated, founder of Scholastic, Inc., attached the highest importance to teaching and learning about citizenship. The Trustees of the M. R. Robinson Fund are attempting to carry forward his deep devotion to this subject.

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Chapter 1.

Citizenship Is Not A Spectator Sport

It comes as no news to anyone who has faced a room of 30 restless young people that the world beyond the classroom is turbulent, or that the tumult and malaise of that world are often reflected in those young faces. Nor it is necessary to note that students live in a bewildering, rapidly changing world of awesome technological complexity. Youth are bombarded on television (and perhaps in the neighborhood) with evidence of change and disorder. They may experience at first hand the impact of shifting family structures, violence, unemployment, crime, poverty, and drugs.

Amid this vortex of change and instability, schools are charged with instilling in young people a sense of personal citizenship in our democratic system. Schools face the task of educating youth to become adults who will function as responsible citizens of a democratic society. This mission is so implicitly assumed that it is sometimes overlooked or overwhelmed in the clamor of other insistent demands upon school districts.

"The goal of civic education," argues R. Freeman Butts, William F. Russell Professor Emeritus, Teachers College, Columbia, "is to deal with all students in such a way as to motivate them and enable them to play their parts as informed, responsible, committed, and effective members of a modern democratic political system."

How can schools already overloaded with assignments from society, find the time and techniques to produce citizens who are committed to democratic values and processes, who understand the compromises and tolerance required in a pluralistic mass society, who have the skills and judgment required for participatory democracy? That is the central question of this book, and while there are no easy or definitive answers, the question is too vital to America's future to shrug off.

"CIVIC ILLITERACY IS SPREADING"

James Shaver, a former president of the National Council for the Social Studies, and a leader in citizenship education, warned in 1976 that "despite the conscientious efforts of many educators, citizenship education is in disarray." Ten years later, from his office at Utah State University, Shaver commented that he did not think things had changed much in a decade. "Schools are remarkably stable institutions, and do not change easily. That is part of their strength. There has been a lot of thinking about citizenship education by university people, but I do not believe it has had much effect on what goes on in schools."

Butts, probably the elder statesman of the field, noted ruefully in 1984 that in the rising tide of reports and task forces seeking excellence in our schools, most lack "recognition of the basic civic purpose of free, universal, compulsory, and common schooling: namely, to prepare and inform rational and humane citizens for participation in a democratic republic. There has been little or no public discussion making explicit the substantive ideas that would give highest priority to the civic mission of American education."

HOW SERIOUS IS THE NEGLECT?

How serious is the problem? How extensive the neglect of that misunderstood, poorly-defined something that has been variously called citizenship, civic education or civic intelligence? Some rough measurements have been made, and the results have been uniformly dismal.

- Between 1973 and 1977, Torsten Husen of the University of Stockholm headed an international team that measured the performance of students from 12 nations in seven subjects, including "civic education." Among industrial nations, U.S. students vied with those of Ireland for the lowest scores.
- The National Assessment of Educational Progress showed a significant drop in scores in civic understanding for 17-year-olds between 1969 to 1976, from 64.4 percent to 53.9 percent. The ability to explain the basic concept of democracy dropped 10 points for both 13 and 17 year-olds (from 53 to 42 percent and from 86 to 74 percent). In 1976, barely more than half, 53 percent, of all 17-year-olds tested knew that each state has two United States Senators.
- Preliminary results of the 1985 Assessment showed that two-thirds of high school students could not place the Civil War within the correct half-century.

- As part of its basic competency measurement, Maryland recently instituted a functional citizenship test which most districts begin administering in the 9th grade. In 1984, only 26 percent of Baltimore's freshmen passed; a year later the pass rate was up to 40 percent, still far below the state average, but an indication that when attention is paid, students can be helped to shed at least some of their profound ignorance about the American system.

Concern about how we educate youth for their role as citizens reaches beyond the mastery of facts testable in a basic competency multiple choice exam, however valuable such a measure may be. It goes directly to the rationale for public education itself, to whether schools are producing young adults capable of assuming their place as responsible individuals in a pluralistic society.

A TASK OVERLOOKED?

Thoughtful observers have noted that the task is not being performed well in all too many schools. The failure cannot be assigned to schools alone, of course, since family, church, community, peer groups, television and other forces have profound influences on young people. Yet schools are held accountable when students reach adulthood ignorant of their heritage as citizens and disaffected from the political life of their communities, states and nation. Those who have studied the problem—and to date it is an astonishingly small group—produce less than encouraging assessments. Elsewhere in this booklet we cite notable efforts in citizenship education. They point the way to approaches other districts may want to consider. Unfortunately, these noteworthy efforts are not typical, as the following will indicate.

"Civic illiteracy is spreading, and unless we find better ways to educate ourselves as citizens, we run the risk of drifting unwittingly into a new kind of Dark Age—a time when, increasingly, specialists will control knowledge and the decision-making process," argued Ernest L. Boyer, president of the Carnegie Foundation for Advancement of Teaching, in *High School*.

In a 1977 Report of the National Task Force on Citizenship Education, staff director B. Frank Brown cited an abundance of research data indicating "that the nation's young people have scant knowledge about the responsibilities of citizenship or how to become involved in government." He cited increasing disrespect among the young for important institutions of society and startling shifts of youths away from traditional values in the 1970s. Former Secretary of Health, Education, and Welfare David Mathews told the task force that being a citizen had become essentially a spectator sport.

Nearly a decade later, as president of the Kettering Foundation, Mathews wrote an open letter in the NCSS magazine *Social Education* exploring the urgent need for improvement in civic intelligence. He cited research showing that less than 40 percent of college students were interested in public affairs and that only one of five were likely to help other people through some form of community activity. Mathews quoted Arthur Levine's description of a "meism" attitude found all too often on campuses.

In the next four chapters of this booklet, we explore various approaches to education for citizenship, and indicate schools and districts with programs worth noting. Before looking at them, however, some background in both the rationale for, and the decline of, education for citizenship puts the issue in historical and philosphical perspective.

THE U.S. SYSTEM REQUIRES AN INFORMED, PARTICIPATING CITIZENRY

Butts has written repeatedly that "the very foundational purpose upon which free, universal, common schooling was originally envisioned and created in the United States" was "its civic mission to prepare informed, rational, and humane citizens for effective participation in a democratic political community."

Authorities from Thomas Jefferson and John Adams to contemporary scholars have drawn a direct connection between preservation of democratic self-government and an informed, participating citizenry. Historian Carl Becker, in his widely quoted *Freedom and Responsibility in the American Way of Life*, refers to the gamble that is democracy. "We may win our bet but we will win it only on certain hard conditions. The conditions are that the people by and large be sufficiently informed to hold and express intelligent opinions on public affairs and sufficiently honest and public-spirited to subordinate purely selfish interests to the general welfare."

Becker argued that freedom and responsibility are the basis of our common ideas, yet test after test of adolescents indicate that while students often have a fine grasp of their rights and freedoms, they have little accompanying understanding of their responsibilities. After analyzing several 1980s surveys of adolescent attitudes, Mary Hepburn concluded that interest in the betterment of community life, commitment to productive group activities, and a sense of community responsibility seemed to be at particularly low levels among adolescents.

Singlehandedly, schools cannot reverse these societal trends. Yet they present major challenges that cannot be safely ignored.

HOW DID CITIZENSHIP GET LOST?

As Butts has observed, in earlier decades "civic education" was widely seen as the central purpose of public schools. It was assumed that schools would instill a knowledge of history, a love of country, an understanding of governmental processes, and certain shared democratic and ethical values. What happened? How did citizenship slip so far down on the school agenda? A 1979 Education Commission of the States study examined the decline:

"Originally, in the public school concept, citizenship education was the primary focus of all education; by the mid-19th century, it had become identified with the social studies—particularly the civics class—and thus was treated more and more as a special area of study, or a 'course,' rather than a total school purpose. Then after Sputnik came a high emphasis on scientific methods, with resultant reduction of interest in the socialization processes. Even some social scientists felt that 'citizenship' was not an intellectually worthy goal of education. During the same period, the trend toward electives as well as a general broadening introduced many competing subjects and courses. Thus, from being an overall priority concern, citizenship education was gradually relegated to a single discipline—a few courses; and then those courses were submerged in the proliferation of interests and concerns taken on by the school."

Some see the decline as a direct consequence of the questioning of all institutions and authority in the 1960's and 1970's. Morris Janowitz in *The Reconstruction of Patriotism* contends that the tasks of institution building to solve societal strains were exacerbated by "negativism and near nihilism, unintended consequences of civic education programs which prided themselves on 'myth smashing' and their 'critical' stance...[T]he social science base of civic education increasingly ignored the balance between rights and obligations."

The crowding of the school agenda to make way for courses urged by various groups was probably the key factor in the decline of citizenship education. The shrinking of requirements to enable high school students to choose electives contributed to the problem. The unfocused nature of citizenship as an academic subject made it difficult for a school to know what should be taught. Unlike most other subjects, civic education is not neatly packaged in a single class or sequence. It is diffused, difficult to quantify and identify with precision.

In a 1986 poll of AASA members, respondents almost uniformly cited "time" and curricular mandates as the chief obstacles to doing a better

job of preparing students for citizenship. "It is less tangible than other programs, therefore immediate benefits are not always recognized," commented a Virginia administrator.

RENEWING THE COMMITMENT TO CITIZENSHIP EDUCATION

"A publicly supported school should make no apology for trying to help young people understand and incorporate into their lives those civic virtues that almost everyone agrees are important to a democracy," argues Robert Andringa, former director of the Education Commission of the States. Andriga was instrumental in organizing a 1985 ECS leadership symposium, "Civic Virtues and Character Development Among Youth."

Since the founding of the republic, every major study of public schools has stated that the education of youth for citizenship is central to the schools' purpose. The most wide-ranging studies of American education since the start of our century underscore this mission. For instance:

- A **1918 report on the reorganization of Secondary Education** identified citizenship as one of the "seven cardinal principles of education." In a preliminary statement, the chairman said, "Good citizenship should be the aim of social studies in the high school."
- The influential **1945 Conant report,** "General Education in a Free Society," asserted that "The primary concern of American education today is...the infusion of the liberal and humane tradition into our entire educational system. Our purpose is to cultivate in the largest possible number of our future citizens an appreciation of both the responsibilities and the benefits which come to them because they are Americans and are free."
- Ernest Boyer's **1983 Carnegie report** recommends that all high schools require a core curriculum which "should be a study of those consequential ideas, experiences, and traditions common to all of us by virtue of our membership in the human family at a particular moment in history." Along with strengthening the required study of history, the Carnegie report would require a civics course in American government, "with focus on the traditions of democratic thought, the shaping of our own governmental structures, and political and social issues we confront today." Significantly,it would also require students to fulfill a service requirement before graduation.
- **Theodore Sizer's First Report from a Study of High Schools,** a project co-sponsored by the National Association of Secondary School Principals and the Commission on Educational Issues of

the National Association of Independent schools, ranks citizenship with literacy in importance. "The essential claims in education are very elementary: literacy, numeracy, and civic understanding," writes Sizer in *Horace's Compromise*. The report contends that the task of educating citizens cannot wait until adolescence. Sizer's Coalition for Essential Schools states as one of its nine principles that students should not be admitted to secondary school until they "can show competence in language, elementary mathematics, and basic civics."

- In a **1986 progress report on the proposed National Commission on Social Studies,** staff director Jerri Sutton writes, "We believe that the entire school program serves as a broad base for citizenship education. Citizenship education comes not from a single source, but from all educational experiences. We further believe that as the 21st century approaches, an effective program of citizenship education may well be the most decisive factor in preserving our democratic legacy."

Recognition of the problem is at least a step toward change. The next question, of course, is what should be done, by whom, and how. Issues of civic literacy permeate the schools at all levels and in all parts of the curriculum, but they are at the heart of social studies curriculum. While there is intense scholarly disagreement on the borders between citizenship education and social studies in general, pragmatically, they intersect repeatedly. The proposed national task force initiated by the NCSS, "Focus on the Education of the Citizen for the 21st Century," clearly makes citizenship a central concern.

While the task force undertakes its enormous task, many districts are already reexamining their approaches to citizenship education. The 1987-1991 bicentennials of the Constitution, the beginning of the federal government, and the Bill of Rights offer extraordinary opportunities to review what citizenship education is and what it can be. This brief treatment makes no pretense at being definitive. However, each chapter discusses a particular aspect of civic education, describes approaches some schools have found effective, and resources available to schools for their own programs.

"Young people are becoming involved earlier in politics and national life, and minorities are demanding greater access to power in our country. A democracy can survive only by the participation of its members. Schools are expected to generate such participation."

John I. Goodlad,
A Place Called School

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Chapter 2

A Citizen Of What?

How often in a conversation with a new acquaintance is someone asked, "Where are you from?" or "What do you do?" These questions ask in effect, "Who are you? To what groups do you belong? What are your roots and connectors?" A sense of community is the foundation of citizenship.

CITIZENSHIP: WHAT IS IT?

No single definition satisfied everyone who has tried to clarify what it is we are discussing, nor do all educators use the term *Citizenship*. Many prefer *civic understanding, civic education, civic intelligence* or *civic learning*. We have used the terms interchangeably in this brief treatment, not because they are identical in meaning and nuance, but because each has been used frequently to describe the broad area we are treating. Some writers have argued that civic education now consists of so many meanings it has no useful meaning. Nevertheless, the following efforts at definition indicate some parameters for dialogue:

- **Civic learning** is defined by Butts as "preparing citizens for their role in a political community governed by manmade laws rather than by kinsship, religion, or status."
- "By **civic education** I mean the intensive study and understanding of American political institutions, especially the system of self-government, its value, commitments and assumptions, its relevant history, its problems, burdens, and opportunities, its challenges and alternatives—in short the theory and practice of the free and open democratic society as it has developed in the United States," is the definition offered by philosopher Sidney Hook at a 1984 seminar on Civic Learning.

- **Citizenship understanding,** according to Sizer, "means a grasp of the basis for consensual democratic government, a respect for its processes, and acceptance of the restraints and obligations incumbent on a citizen."
- **Citizenship education** "is much broader and more inclusive than courses such as Civics, U.S. History, or Problems of Democracy, no matter how good or essential those courses might be," states Walter E. McPhie, of the University of Utah. "Citizenship education is nurturing attitudes about a way of life; it is developing patterns of behavior which are consistent with those attitudes; and it is honing skills which are requisite for an individual to successfully shoulder one's responsibilities as a citizen in a democratic state." McPhie argues that courses can make fundamental contributions, but that citizenship education also occurs continuously and incrementally outside of class as the emerging citizen interacts with situations and everyday models. "It occurs at home, in play, in church, and in every room and hallway of the schools. In short, it occurs as one goes about living."

Figure 1, developed by McPhie, indicates the breadth of the Task [This model was presented at the Rocky Mountain Regional Conference of the National Council for Social Studies, Phoenix, April 12, 1984.]

It Doesn't Fit Neatly between 9:05 and 9:45

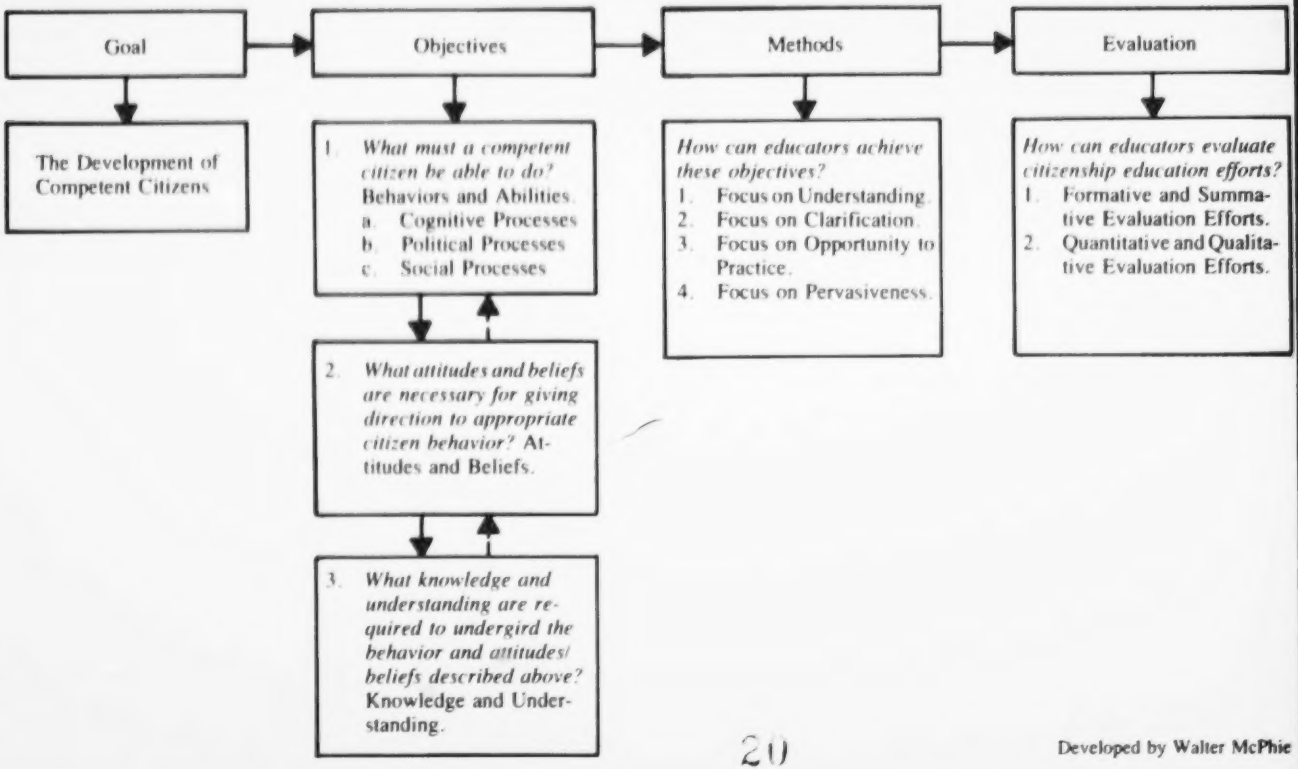
In her progress report on the proposed National Commission to Focus on the Education of the Citizen for the 21st century, staff director Jerri Sutton explores for several pages the dimensions of citizenship education. Her report puts the issue in its broadest context:

"Citizenship education comes not from a single source, but from all educational experiences...Citizenship education focuses on the nature of human beings, their relationships to others, their interactions with society, and the values to which they adhere. Humans, as citizens, must be studied in relation to the society in which they live...Citizenship education transcends conventional subject-matter disciplines and emphasizes the "oneness" of humanity, the universality of human experience, the expansive nature of the human race, and the variety of roles which any one person plays in a lifetime."

Sutton touches on one of the reasons, perhaps, that schools may back away from the full implications of that challenge, and from the very real pitfalls it can entail:

"Citizenship education deals with values, principles, character, emotions, passions, impulses, ideas, and choices. It is not limited by prescribed

Pervasive citizenship educational model.


Goal
Objectives
Methods
Evaluation
The Development of Competent Citizens
1. What must a competent citizen be able to do? Behaviors and Abilities.
a. Cognitive Processes
b. Political Processes
c. Social Processes
2. What attitudes and beliefs are necessary for giving direction to appropriate citizen behavior? Attitudes and Beliefs.
3. What knowledge and understanding are required to undergird the behavior and attitudes/beliefs described above? Knowledge and Understanding.
How can educators achieve these objectives?
1. Focus on Understanding.
2. Focus on Clarification.
3. Focus on Opportunity to Practice.
4. Focus on Pervasiveness.
How can educators evaluate citizenship education efforts?
1. Formative and Summative Evaluation Efforts.
2. Quantitative and Qualitative Evaluation Efforts.

Developed by Walter McPhie

boundaries; instead it is concerned with diverse human experiences, particularly the roles of decision-maker and inquirer."

We are talking, then, about no simple thing easily systematized and neatly taught between 9:05 and 9:45. It involves specific courses such as American and world history, government and civics, and the knowledge gained therein. Yet it also encompasses analytical skills, decision-making, moral and ethical choices and a host of other competencies and behaviors. We are talking about an education for the great responsibilities of freedom.

FOR FREE SOCIETIES, AN ADDED CHALLENGE

The task is simpler in a totalitarian system, for the difference between a subject of a state and a citizen of a democratic state is profound. A citizen in a democratic system has options and choices. A citizen is not powerless. By contrast, youth in a totalitarian educational system need only master "correct answers" to matters relating to forms of government, free speech and press, or conflict resolution. Janowitz asserts that citizenship as we define it in a free society is bound up with political freedom, and is itself a crucial element of political democracy.

Citizenship in our free socieity poses at least three challenges to American civic educators, writes John Patrick, professor of Education at Indiana University. They are:

- developing respect for majority rule and minority rights
- teaching civic ideals and realities without sacrificing candor or fostering cynicism
- developing open-mindedness and the ability to take a stand

Civic education requires of students not only factural knowledge of our history and government, but also the capacity to understand and be able to engage in consensual decision-making in a pluralistic society. Sutton defines the goal of citizenship education to be to assist students in becoming free-choosing individuals. Shaver adds, however, that they must also be *responsible* free-choosing individuals.

The challenges faced by a school district attempting to create a citizenship program that meets these objectives are formidable. Yet the alternative to picking up the challenge is to produce a generation of alienated nonparticipants. No one would argue that it is the task of schools alone, for families, television, churches, community organizations and a host of other influences shape young people in their role as citizens. Yet much of the burden falls to the schools.

The task begins in the youngest grades, as students are guided through an understanding of their membership in widening circles. Most schools introduce students to these widening circles at appropriate ages, building slowly in children a sense of citizenship in, and responsibility to their own small universe.

While the opening pages of this booklet took sober note of the seeming neglect of citizenship education, the following items offer examples of some positive programs.

CITIZENS OF EXPANDING CIRCLES

Emerson noted that we do not make a world of our own, but fall into institutions already made, and have to accommodate ourselves to them. Schools ought to try to help students understand that they are not isolated islands, floating adrift in a chaotic world, but rather valuable individuals who are members of, and have responsibilities to, many stable, supporting entities. These include:

The family

In an ideal citizenship program, students in the primary grades would begin to learn that there are different kinds of families, but that the members of any family have responsibilities to one another. Exploration of this connectedness need not end with the primary grades. In **York County, Pennsylvania,** high school students are encouraged to explore their personal geneology as part of the schools' links with local historians.

The school

Elementary schools stress citizenship in the school, often in terms of personal behavior. Many teachers and administrators go beyond the "being good is being a good citizen" mode to create larger mechanisms for students to understand their roles as members of the school community. In very tangible ways, teachers and administrators can explore with students how decisions are made, why rules exist, how they are made. It is particularly important that faculty members model, as well as teach such democratic values as fairness. An AASA publication, **"Opening the Book on America's Schools"** is one of several classroom tools for using schools themselves to help students understand citizenship.

The community

Why do people in Boston care whether the Red Sox win the pennant? A fierce sense of identification spills over into pride and a sense of

membership in the city itself. Local villages, towns, and cities are the closest, most easily studied units of government and cultures. Yet all too often they are insufficiently used as resources and laboratories for exploring civic realities with students. While few schools will be able to entice a U.S. Senator to visit, many can bring local officials such as judges and council members into the classrooms for personal interaction with students.

Typically, students are taught about their community first in second or third grade. How skillfully the community is used as a resource later in the school program varies greatly. While some schools function as islands buffered from the community, others not only invite the community into the school, they also send students out as active citizens and volunteers. We will return in Chapter 4 to the community as a major resource in civic education.

The county

Depending on the size, sophistication and reach of county government, students may or may not receive much exposure to this entity. **Brevard County Florida,** which has targeted citizenship education as a priority objective, has a district-wide citizenship program involving both in-school and out-of-school interaction with the larger community that begins with law-related education in grades 2-6. Later, students participate in a county "Career Shadowing program." Academically talented students participate in a program developed and implemented in cooperation with state legislators and other government officials.

Eau Clair, Wisconsin schools participate in a County Youth Government Day. **Milwaukee,** which has a carefully sequenced K-12 citizenship strand, involves students in both a City Government Day and A County Government Day. In the summer, Milwaukee runs a "Community Experience" program for high school students which taps the resources of city, county and state governments.

The state

Students receive a great deal of information about their state history, governmental structure, and culture. Typically, this occurs both in the upper elementary and in junior high, often as a unit or year of state history. Some, but not all systems, build on this knowledge base by sending students out for hands-on involvement in statewide events.

Where schools have participated, **State History Day** competitions have had an energizing effect as students create entries ranging from dioramas to video tapes. The state competitions culminate in a National History Day in June. California History Day is among the fastest-growing, most popular programs in the state. In 1986, students in grades 6-12 from 32 countries entered the state competition, but thousands of students were

involved in the earlier local competition. Through their entries, they enriched their own sense of community. National History Day, 11201 Euclid Ave., Cleveland, OH 44106. **Tennessee Homecoming** and the **Wisconsin Caucus** are just two of the state programs individual schools can plug into that allow students to experience a sense of community at the state level.

State-wide competitions in athletics, art, music, math, and other areas are time-tested methods of honing student skills and increasing the sense of community. State branches of the popular Close-up Program, such as Close-Up in Florida, give high school students a chance to meet and interact with government officials and with students from nearby schools. All-time bands and orchestras and similar efforts also give students a tangible sense of membership in the "expanding circle."

In **Ohio,** the YMCA sponsors a **"Youth in Government"** program which takes over the state legislature for three days. Students draft and discuss bills and meet with legislators and their aides. In the 20 some years the program has existed, state legislators have acted on approximately 50 ideas originally suggested to them by the young people. Students in the **Harford County Public Schools** work as pages in the Maryland Assembly—a tangible lesson in how governments work in practice.

The nation

We hope, perhaps forlornly, that all products of our educational systems will understand the importance of the American experiment in representative government and will feel a stake in the process. As the nation has become more diverse, the study of history, and the understanding of the complex and turbulent present has become infinitely more challenging. In most schools American studies are the heart of the citizenship program.

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*"**Civic literacy** starts with the child as citizen of the school, then develops an understanding of the rights and responsibilities of all citizens. It also teaches children the purpose and function of rules and imparts a sense of our national identity—that we are a nation of immigrants and live in a unique multicultural society."*

William J. Bennett
in *First Lessons*

Ohio state philosophy professor Andrew Oldenquist has argued that citizenship education must begin with information about our "nation, government, and ideals, taught so as to provide grounds for developing pride and affection...If instead we start nine-year-olds with a litany of evils and injustices, they will be likely to learn cynicism and alienation. A teacher may say, 'But I teach about problems and injustices because I want to make my country better; if I did not have concern and affection for it I would not care about reforming it.' Precisely. The teacher did not acquire affection for our country by being told that we exterminated Indians, lynched Blacks, and slaughtered Vietnamese. The teacher's concern and affection *survived* this knowledge because of prior training and experience, and the pupils, like the teacher, need to acquire a basis for good citizenship before they are plunged into what is ugly." [From the October, 1980 issue of *Educational Leadership*]

Throughout the course of a student's school career, he or she should be learning the diversity of the American people and recognizing the contributions of many groups and cultures. Unity in diversity is a theme of many citizenship programs. Various approaches will be discussed in the next three chapters.

The world

In simpler decades, the membership list tended to stop with the nation-state. Today, students also need to understand that lines on world maps do not stop global problems from spilling over national borders.

"Although 'global education' has recently received some adverse publicity, students still need to develop an awareness of the undisputed fact that we live on a 'fragile' planet with an expanding population and limited

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"It is important to distinguish between education, a lifelong, ongoing process, and schooling, society's formal efforts at education in order to deal fruitfully with the question of the school's role in citizenship education. The domain is too amorphous if all of life is included. While it is true that citizenship education is a continuous, total life process, the issue for school people is, what is our role in that total process?"

James Shaver,
Utah State University

resources," comments Paul Hagerty, **Springfield, Missouri,** superintendent of schools. "Students need to develop an awareness of the need to preserve and improve our environment and strive for improved relations among all people without regard for their established political, economic, or religious philosophies."

How can global issues be made real and immediate for children and teen-agers? A knowledge base is essential, of course, but tangible connections can also be made that lend reality to the abstractions students study. **Duluth, Minnesota** for instance, has a sister city program with a Soviet city. Kentucky and Ohio students participate in **Junior United Nations,** a YMCA sponsored program. A student participant in an **Ohio Mock U.N.** said that for the first time she understood that other countries had problems, too. Children in **New York City** schools collected funds for famine victims in Ethiopia. The sophomore class of the **Martha's Vineyard Regional High School** held a bazaar to raise college scholarship funds for teen-agers in a remote mountain village in Peru.

From a Sense of Community, Self-Awareness

Shaver points out that once a student has a sense of community, he or she can ask such questions as:

"To what extent do I belong?"

"How to I belong?"

"Do I feel alienated? Why?"

"What sort of community do I want to work for?"

COUNTERACTING APATHY AND VANDALISM; DEVELOPING A SENSE OF PERSONAL WORTH

A sense of belonging can have tangible short-term payoffs for schools and the larger community. Citizenship education benefits society while it enhances the well-being of the individual. Students who feel they have a stake are less prone to vandalism and other antisocial behavior. Those who feel they are valued citizens are less likely to engage in antisocial activities than those who are alienated.

"The relation of group cohesion to educational progress, including civic education, can be documented in a wide range of settings," writes Morris Janowitz in *The Reconstruction of Patriotism: Education for Civic Consciousness*. "Self-esteem, which is a function of group cohesion, is a

powerful motivational element. Self-esteem is enhanced when students are first given tasks they can execute without elaborate classroom instruction and requiring few or no academic skills...Youngsters need group experiences that rapidly contribute to self-esteem."

Closely related to the issue of self-esteem is the linkage between values or character education and the education of citizens. Some schools have avoided addressing these issues in fear of public criticism, but there appears to be a significant movement to attempt to teach widely shared values.

Emlyn I. Griffith, a member of the New York State Board of Regents, suggested more stress on values education "as an antidote to the no fault, me first syndrome of the last two decades." To those who would argue that such a task belongs in the homes and churches, he responds that values education is an overriding need of society and deserves priority in the schools.

"There are commonly accepted principles that are fundamental to the life of a self-governing community, that deal with the responsibilities of citizenship, that do not have religious or theological overtones, that do not violate the First Amendment guarantee of separation of church and state. Those essential principles upon which democracy depends, those basic concepts which undergird a free enterprise economy should be taught to all students from kindergarten through college," Griffith commented in the May, 1984 issue of *American Education*.

A sense of belonging to wider groups is particularly needed by people in a multi-cultural, pluralistic society. Can schools assume that students will learn somewhere else the benefits of a tolerance of diversity within a shared framework? Students need to understand their roles as valued, capable citizens of widening circles of membership from family to global community. Some have argued that such feelings of empowerment are essential to counter feelings of helplessness and powerlessness in the nuclear age. Civic education, drawing on the humanities and social sciences, sharpening such skills as are involved in analysis, critical thinking and decision-making, giving students hands-on experience as active participants in the school and community, can help provide a much needed sense of having a stake in the process and a role in deciding outcomes.

CITIZENS COUNT: PEOPLE CAN MAKE A DIFFERENCE

When a teacher discusses global problems, or begins the "how a bill becomes a law" exercise, how can he or she keep students out of the MEGO (my eyes glaze over) mode? It can be argued that citizenship

education is only an abstraction until students practice it. A class that sits in on a city council meeting or observes a burglary trial has reached beyond the textbook to real life. A class that adopts a foster child in the Philippines gains a direct, understandable connection with world poverty and family life in another country. Pen pals, international student exchange programs, class pollution watches of local rivers, voter registration drives, school-sponsored volunteer efforts in which students deliver Meals on Wheels to elderly shut-ins all demonstrate in tangible terms to students that people count.

Through such participation, guided by skilled teachers or community people, students can experience personally the pride in "making a difference." Participating in a community effort to get the city to build a new skating rink, swimming pool or park can demonstrate forcibly to students that gaining allies is crucial in real world politics.

Todd Clark, education director of the Constitutional Rights Foundation, sponsor of several citizenship programs for schools, believes that progress in citizenship education will not occur unless the message reaches young people that either individually or in groups they can have some impact. "We need programs that create a passion to take part, to give a damn. Cognitive understanding and analytic capability without the passion to take part fails."

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OLDENQUIST—A POINT OF VIEW

...Citizenship education must...relate specifically to the social unit of whose citizens we are speaking: our aim is to produce good American citizens, not good Soviet, Nigerian, or world citizens.

"...teaching citizenship skills without teaching children a sense of belonging to their local and national communities is like teaching moral reasoning without teaching moral principles. By themselves, citizenship skills and moral reasoning will not motivate children to do anything. Good citizenship is no more a purely cognitive matter than is morality, and therefore it is necessary to give children more than skills and method. They must be made to care, feel, and identify in certain ways. This is what it means to *internalize* a principle or attitude and it is only this that can create an inner and direct interest in the good of one's community. Those who intellectualize citizenship education to the point of limiting it to skills and competencies can have no hope of creating citizens who care..."

Andrew Oldenquist,
Professor of Philosophy
Ohio State University
[In *Educational Leadership*, Oct., 1980]

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Chapter 3

A Dozen Approaches to Citizenship

The most common misconception about citizenship education is that it is encapsulated in a specific course, civics, and taught somewhere between grades 8 and 12 in a particular classroom. While a good civics or American government course is an essential part of civic education, it is not enough alone to produce informed, participating citizens. Citizenship is the central mission of the social studies department of secondary schools, yet concepts of citizenship should also be part of elementary reading and social studies classes, secondary English or speech classes, world history classes, family living or health classes and other parts of the school program. It can be argued that every teacher and every administrator has a specific responsibility to both teach and model democratic values and processes.

Because citizenship is not a specific academic discipline, because it spills into so many areas, and because advocates of so many varied approaches support their case in the name of civic learning, little consensus exists on what constitutes an appropriate curriculum. Thus curriculum developers face an unusual dilemma. Wilma Longstreet of the University of New Orleans, after surveying the field, concluded that "we seem to be unclear about what content is relevant to the development of good citizenship." She added that curriculum developers, by default, were simultaneously trying to define the field and design programs to teach it. She argued that while citizenship is seen as the core of the social studies program, it is in fact a "phantom core."

James Shaver contends that what largely happens in the classroom is factual, content-oriented instruction that bears little relation to the goals of citizenship education "except those that have to do with knowledge of superficial content."

A DOZEN APPROACHES TO CIVIC EDUCATION

As part of the **1977 Task Force on Citizenship Education,** Fred M. Newmann of the University of Wisconsin identified eight general approaches to citizenship education. He noted that they were not mutually exclusive and that many systems combined two or more approaches. Using Newmann's categories and other sources, an **Education Commission of the States study** in 1979 produced a composite list of a dozen substantially different areas of content and/or approach that are commonly associated with citizenship education. The twelve overlap considerably:

1. Academic disciplines—history and political science
2. Social problems
3. Critical thinking/Decision making
4. Values clarification and skills/Concrete values
5. Ethics/Moral development
6. Community involvement/Action skills/Community education
7. Law-related education
8. Economics/Free enterprise education
9. Global perspectives education
10. Family-related education
11. Multi-ethnic education/Pluralism
12. Personal development and social skills/Prosocial behavioral training

The very length of the list indicates the complexities involved in structuring a coherent citizenship program suitable for a specific community and school district. Here is a brief overview of some, but not all, of the most widely-used and advocated approaches, centering on those identified by Newmann:

Academic Disciplines

This traditional method draws on scholarly disciplines, notably American and world history, government studies and economics, to teach facts, concepts and generalizations about social phenomena. Newmann noted that "...these disciplines remain the staple, prevailing approach in secondary curriculums and in the preparation of teachers." Into this category fall American history, world history, civics, government, economics, psychology, sociology and other classes based on academic disciplines.

Most citizenship educators agree on the centrality of American and world history to any civic education program. Diane Ravitch of Teachers College, Columbia University, has pointed out that the fundamental premise of our democratic form of government is that political power derives from the informed consent of the people. "Informed consent requires a citizenry that is rational and knowledgable. If our system is to remain free and democratic, citizens should know not only how to judge candidates and their competing claims but how our institutions evolved. An understanding of history does not lead everyone to the same conclusions, but it does equip people with the knowledge to reach independent judgments on current issues."

Law-Related Education

Law-related studies are defined as "those organized learning experiences that provide students and educators with opportunities to develop knowledge and understanding, skills, attitudes, and appreciations necessary to respond effectively to the law and legal issues in our complex and changing society." The American Bar Association Special Committee on Youth Education for Citizenship, the Center for Civic Education, the Constitutional Rights Foundation, the Washington Center for Citizenship and Law Related Education, the National Institute for Citizenship Education and the Law and others have developed widely-used law-related materials for K-12. Some are year-long courses, some are units for use in other classes, and some are simply activities that can be used to supplement other programs. A great deal of law-related material is designed for infusion in regular courses. The ABA's Youth Education for Citizenship *Directory of Law Related Education Projects* lists hundreds of projects. [ABA Special Committee on Youth Education for Citizenship, 750 Lake Shore Drive, Chicago, Illinois 60611 (312) 988-5725]

Rationale for LRE. The rationale for the law-related approach is that the survival of representative democracy depends upon a majority of the populace accepting the rule of law. Law-related curriculums center on understanding the basic social contracts of our society—the U.S. Constitution, the Bill of Rights, and the Declaration of Independence. They examine in various ways such concepts as justice, freedom, due process, majority rule and minority rights. Many states, among them California, have made law-related education a key strand in model graduation requirements.

C. Hugh Friedman, professor of law at the University of San Diego, outlined for a 1984 symposium on civic education the scope of LRE studies: They provide students with better grasp of the legal and political institutions of a constitutional democracy as well as the intellectual skills and social attitudes needed to function as responsible citizens in a free

society under a rule of law. An additional goal of such studies, said Friedman, is "an understanding of and willingness to use democratic processes in managing conflict and making decisions."

Schools make varying use of law-related resources, from full-year courses to single events. Many celebrate **Law Day** in May by inviting lawyers and judges to classrooms. Thus a recent Law Day issue of the ABA's *Update: on Law-Related Education* had an article for lawyers on surmounting the terrors of facing an elementary classroom. In the same issue was a procedure and set of facts on a rock-throwing incident to be used in a mock trial in 5th or 6th grades. The simulation was designed to help students understand due process in a case involving people their own age. Through such simulations and other activities, even very young children can practice lawful, orderly ways of solving disputes.

Why LRE programs have grown. James Shaver of Utah State believes one reason for the success of LRE programs is that many of them encourage active learning. The LRE programs also involve students in issues that are important to them and that they can grasp, he says. For instance, the Constitutional Rights Foundation offers "Police Patrol," "Jury Game" and "Slave Auction" simulation games designed to let students actively experience bias, fairness, prejudice and other concepts. In the jury game students take roles of jurors, judges, clerks, reporters, attorneys and observers in jury selection and trial of four cases (grades 8-12).

Schools have been able to draw on state ABA youth education committees and on several national foundations for assistance in setting up LRE programs. The **Arizona Center for Law Related Education** developed a very successful Mentor program to bring students and legal professionals into contact. The Arizona group sponsors Mock Trial competitions and runs summer institutes for teachers who want to use law-related materials or focus on the Constitution in their classrooms. [Ellie Sbragia, Director, ACLRE, Airzona Bar Center, 363 North First Avenue, Phoenix, AZ 85003 (602) 254-9163].

The **Constitutional Rights Foundation,** which has offices in Chicago and Los Angeles, publishes law-related materials on topics ranging from U.S. history and economics through business and international studies. Mentor programs are a key part of the Chicago program as students from **Chicago** high schools work with attorneys in a youth leadership training program. Other mentor programs put students in police cars and courts as part of a juvenile justice program. [CRF, 601 South Kingsley Drive, Los Angeles, CA 90005 (213) 487-5590].

Exemplary LRE Programs. A 1985 NASSP curriculum report on schools with exemplary citizenship education programs cited the law-related curriculums of **Parsippany-Troy Hills Schools in Parsippany, N.J.,** the **West Sylvan Middle School of Portland, Oregon,** and the

programs of the **Law in a Free Society Project of the Center for Civic Education.** [CCE, 5515 Douglas Fir Road, Suite 1, Calabasas, CA, 90302 (818) 340-9320]

Social Problems

Problems of Democracy and similar courses exemplify the third major approach to civic education. Newmann noted that such courses seek to give students experience in analysis, critical thinking and decision-making. They make extensive use of news media and encourage a dialogue on current events. Using this approach, a teacher might have students study and discuss such issues as acid rain, nuclear energy, crime, poverty, inflation or U.S.-Soviet relations. Proponents of this method argue that it gives students much-needed practice in analyzing and making decisions on current issues.

James Shaver suggests that this approach, in tandem with the study of history, can help students recognize the inevitability of conflict in a democratic society and develop group process and thinking skills. "It can help them to grapple with political-ethical decisions—decisions about proper aims and actions for society and individuals made within a political framework." He adds that if he could structure a **model citizenship program,** he would focus on issues that face society and in helping students see how the content they are studying helps them understand the world they live in. Thus he suggests that students can't understand public issues without a grasp of history, "but instead of history just for the sake of history, I would have them study it more as a tool for understanding the present and how we got here."

Critical Thinking

Separate courses in critical thinking are rare, but the skills needed for critical analysis are taught as part of all comprehensive citizenship programs. Often the process is explored in history, economics, government, or social problems classes. Both the social problems and law-related approaches to citizenship emphasize critical thinking.

Educators have become increasingly concerned about teaching thinking and reasoning skills, and numerous materials are currently under development. Improving the thinking and reasoning skills of students can be an important benefit of an effective citizenship education program.

Values Education

A 1979 Office of Education study of citizenship describes values education as both controversial and pervasive. "A recent impetus for values education has come primarily from two sources: (1) dismay over corrupt

leadership and increased crime and vandalism; and (2) promising research and theory related to cognitive moral development," according to authors Elizabeth Farquhar and Karen Dawson.

Under state mandates, some school systems are revising their curriculum strands to include specific ethical and citizenship values. This trend was well along by the late 1970's. A 1976 survey of state education agencies showed that 42 states sought to integrate moral and ethical values education into their citizenship education programs.

"In spite of disagreement about the substantive focus for citizenship education programs, there seems to be agreement that the underlying problem is insufficient concern with, attention to, understanding of, [or] passion for the *public interest* or the *public good,* as opposed to private interests," Newmann commented in 1986. "Developing more vigorous concern for the public good is a question of values education as well as education for specific competencies, and it can find expression in many forms (community service, conventional politics, new forms of social organizing). In our concern for the specifics, we must make sure we don't lose sight of this fundamental goal."

Maryland's Consensus. Some school systems have sidestepped values education in fear of adverse community reaction. A recent effort in Maryland may suggest a way of avoiding this very real pitfall. Over a four-year period the Maryland Department of Education worked through a statewide effort, spearheaded by the Maryland Values Commission, to identify widely-shared values. The commission sponsored grass-roots dialogues between schools and their communities to reach consensus on shared values and democratic and citizenship objectives. As a result of the process, the state was able to articulate a clear list of citizenship and character development objectives that had the solid public support.

Character Education/Moral Development

The essential argument for this approach is the need for "ethics of responsibility" among citizens. "The approach seeks to advance students from the lower to the higher levels by helping them resolve conflicts and ambiguities in their reasoning or moral dilemmas," Newmann's 1976 classification stated. Most programs are based on the cognitive moral development theories of Lawrence Kohlberg. The Office of Education citizenship study found that a number of educational programs apply Kohlberg's research:

"Interventions have taken two forms: (1) introducing moral dilemmas into the classroom and encouraging active discussion between students at different levels of moral reasoning; and 2) establishing models of participatory democracy within existing schools." [For three views on

"Because values and ethical issues are central to civic education, schools should be encouraged to use moral-education concepts, as well as law-related materials and community-based experiences reflecting the values of the community."

Recommendation No. 8, National Task Force on Citizenship Education, 1977.

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moral education, including a response by Kohlberg, see the October, 1980 issue of *Educational Leadership.]*

Proponents of character education attempt to avoid objections to values clarification or other controversial approaches, by working within the parameters of generally accepted values. Don Thomas, former Salt Lake City superintendent of schools, a leading proponent of character education, defines character education as learning the moral principles of a society, the practice of those principles in human interactions, the perpetual struggle to live rationally within the boundaries of democratic traditions. "It is the ability to separate good from evil, fairness from unfairness, justice from injustice and truth from falsehood. It is a moral code, based on cultural history, which is accepted as the ethic of society."

The Character Education Curriculum of the American Institute for Character Education developed instructional materials for K-middle school designed to (1) raise self-esteem, (2) promote self-discipline, (3) improve decision-making and problem solving skills, and (4) instill positive attitudes/values. Kits explore such concepts as freedom of speech, honor, honesty and truthfulness.

Exemplary programs in Character Education

Growing concern for character education was expressed most recently by a National School Boards Association Character Conference held in early 1987. Workshops highlighted the following programs:

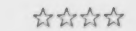
- **The Child Development Project of San Ramon, California,** which focuses on development of "pro-social behavior simultaneous with promotion of academic achievement—not as an "'add-on.'"

- **Baltimore County, Maryland Public Schools Task Force on Values Education and Ethical Behavior** which outlined a common core of values and outcome goals for districts in terms of teachers as role models, curriculum, and student behavior.
- **The Center for Civic Education of Calabasas, California,** which focuses on the development of civic responsibility and conflict resolution through exploration of legal issues and student participation.

Each of the first six approaches to civic education relate to in-school instruction, cognitive skills and involve abstract analysis and verbal communications. Two approaches identified by Newmann reach beyond the curriculum, yet may be crucial to the success of any citizenship effort:

Community Involvement

This approach seeks to end the isolation of students from the real world and to involve them in the larger community. It gives students the invaluable opportunity to practice the citizenship they have been studying in the abstract. Chapter 5 explores trends in youth involvement models.



"The development of an effective civic education curriculum requires three elements: appropriate content for study, teachers prepared to guide student learning, and school procedures which foster the values and skills required in a democratic society. The stated purposes of citizenship education too frequently are contradicted by the 'hidden curriculum'—the informal learnings which are provided through the teacher's behavior, the classroom norms, and the interactions between teacher and student and among students."

Recommendation No. 7, National Task Force on Citizenship Education, 1977.

DEVELOPING DEMOCRATIC BELIEFS AND VALUES

"Education to engender beliefs and values, including variations called moral education, attitude education, developing personal integrity, or character education, has been a persistent theme in American education... .

...as a matter of policy, the public clearly expects schools to inculcate those values on which there is consensus. State legislative mandates calling for the teaching of certain specific components of the social studies, such as state and national history, the Constitution, and economics, illustrate endorsements of certain beliefs and values associated with those subjects.

What are the democratic beliefs and values that should be selected for the social studies program? The *Essentials of Social Studies*, a National Council for the Social Studies publication, lists *justice, equality, responsibility, freedom* and *privacy* as essential. The NCSS Social Studies Curriculum Guidelines are based on the twin values of *rational process* and *human dignity*. One could add *rule of law, human rights, honesty* and *equity* as other values that fall within the belief system of many Americans.

[Excerpts from "In Search of a Scope and Sequence for Social Studies," Report of the National Council for the Social Studies Task Force on Scope and Sequence and Preliminary Position Statement of the Board of Directors, November 1, 1983. A full copy of the report appears in the April, 1984 issue of *Social Education*]

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Rights, Freedoms, Responsibilities and Beliefs

The following is a list of rights, freedoms, responsibilities and beliefs that embody many of the common values embraced by Americans:

Rights
Rights of the individual
Right to life
Right to liberty
Right to dignity
Right to security
Right to equality of opportunity
Right to justice
Right to privacy
Right to private ownership of property

Freedoms
Freedoms of the individual
Freedom to participate in the political process
Freedom to Worship
Freedom of thought
Freedom of conscience
Freedom of Assembly
Freedom of inquiry
Freedom of expression

Responsibilities
Responsibilities of the individual
To respect human life
To respect the rights of others
To be tolerant
To be compassionate
To demonstrate self-control
To participate in the democratic process
To work for the common good
To respect the property of others

Beliefs
Beliefs Concerning Societal Conditions and Governmental Responsibilities
Societies need laws that are accepted by the majority of the people
Dissenting minorities are protected
Government is elected by the people
Government respects and protects individual rights
Government respects and protects individual freedoms
Government guarantees civil liberties
Government works for the common good

Chart 2 on pages 40-43, developed by the NCSS Task Force, suggests examples of how these democratic beliefs and values can be infused in the K-12 curriculum.

Illustrative Examples of Applications of Democratic Beliefs and Values

	Central Focus	Democratic Rights, Freedoms, Responsibilities or Beliefs Addressed	Illustrations of Opportunities
KINDERGARTEN	Awareness of self in a social setting	1. Right to security 2. Right to equal opportunity 3. Respect of others' rights 4. Honesty	1. Explore how rules make a room safe for everyone. 2. Schedule every child to be a leader for a day. 3. Emphasize that when someone speaks we should all listen. 4. As teacher, reinforce honesty as exhibited by children.
GRADE 1	The individual in primary social groups	1. Impartiality 2. Freedom of worship 3. Consideration for others	1. When an altercation is reported, the teacher tries to find out exactly what happened before taking action. 2. Stress that each family decides whether or not or how to worship. 3. Make clear that everyone has a right to his/her turn.
GRADE 2	Meeting basic needs in nearby social groups	1. Respect for property 2. Respect for laws 3. Values personal integrity	1. Discuss vandalism in neighborhoods. 2. Demonstrate how laws protect the safety of people. 3. Explore the importance of keeping promises.

GRADE 3	Sharing earthspace with others	1. Pursuing individual and group goals 2. Government works for the common good	1. Explain how goods are exchanged with other places in order to meet the needs of the people. 2. Discuss how government is concerned about the unemployed and works to reduce unemployment.
GRADE 4	Human life in varied environments	1. Respect for the rights of others 2. Respect for different ways of life	1. Stress the importance of respecting the right of individuals from other cultures to have different values. 2. Help appreciate that lifestyles of people of other places are different from ours.
GRADE 5	People of the Americas	1. Freedom to worship 2. Right of privacy 3. Freedom of assembly	1. Point out that people came to the Americas because of religious persecution. 2. Explain that a home cannot be searched without a warrant except under most unusual circumstances. 3. Make clear that there are no laws prohibiting people from getting together in groups for any lawful purpose.
GRADE 6	People and cultures	1. Governments respect and protect individual freedoms 2. Right to life 3. Right to justice	1. Compare the record of various governments in protecting individual freedoms. 2. Study societies in which individual human rights are not respected. 3. Examine various types of judicial systems.

GRADE 7	A changing world of many nations	1. Freedom to participate in the political process 2. Right to equality of opportunity 3. Government guarantees civil liberties	1. Discuss the anticolonial movement in parts of the world. 2. Discuss social class systems in various parts of the world. 3. Debate the status of civil liberties in various developing nations.
GRADE 8	Building a strong and free nation	1. Right to liberty 2. Participation in the democratic process 3. Freedom of expression	1. Discuss the injustices of slavery. 2. Analyze the voting record of Americans and particularly that of young people. 3. Study the debts and compromises reached in the development of the Constitution.
GRADE 9	Systems that make a democratic society work	1. Right to equal opportunity 2. The common good 3. Compassion and sympathy	1. Study the opportunities people have to earn a living in various societies. 2. Discuss the extent that economic systems favor the common good. 3. Learn how systems demonstrate compassion and sympathy for the poor and destitute.

GRADE 10	Origins of major cultures	1. Freedom of thought 2. Societies need laws 3. Right to justice	1. Discuss the free thinking spirit of the people of Ancient Greece. 2. Discuss the early Roman legal system. 3. Discuss the justice systems in the various great civilizations of the past.
GRADE 11	The maturing of America (U.S. History)	1. Right to life 2. Right to liberty 3. Right to justice	1. Debate the issues surrounding capital punishment. 2. Debate the issue of big government *vs.* the rights of the individual. 3. Discuss the effectiveness of our judicial system in dealing with repeat offenders.
GRADE 12	Citizenship in a modern society facing issues and problems	1. The common good 2. Right to security 3. Right to justice	1. Analyze whether or not problems are solved through the rational process or on the basis of vested interests. 2. Discuss value conflicts surrounding national security. Should we rely on more guns or on more and better education? 3. Discuss why proportionately more minority than majority offenders are convicted by the courts.

Source: Report of the Task Force on Scope and Sequence, National Council for the Social Studies, Nov. 1, 1983.

Institutional School Reform

Newmann, Shaver and others have argued that the general style and quality of life in school may have more impact on citizen education than the official course content. Newmann urged that any approach to citizenship education not be limited to efforts to design new courses, "but must also take into account the more general institutional environment in which instruction occurs." Others have referred to the school's climate as a "hidden curriculum."

"No school can dodge the issues raised by the conduct and interactions among its students and teachers, however sticky these issues may be," argues Sizer. "Students learn much from the way a school is run."

A Texas social studies supervisor commented in a 1986 AASA poll that a key element in improving the citizenship education in her school would be to "ensure that the school climate includes equitable rules and opportunities for students to express opinions about issues that directly affect them."

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The instructional environment should mirror the beliefs and values being promoted in the social studies curriculum. When this happens, even first graders can learn through experience something about the meaning of justice, even though it will be many years before they deal with justice as an abstract concept. Conversely, it is more difficult for a high school teacher to teach the value of citizen participation in decision making when the students see no evidence of their own involvement in decision making in their school. Teachers should recognize and take advantage of the many opportunities to teach democratic beliefs and values that present themselves in ordinary daily life at school and to provide for student experiences where personal involvement can take place.

Report of National Council for the Social Studies Task Force on Scope and Sequence, Nov. 1, 1983.

CHART 2. SOME REPRESENTATIVE OBJECTIVES*

MAJOR ELEMENTS OF CITIZENSHIP	KNOWLEDGE	SKILLS	ATTITUDES
1. **Rights and Responsibilities**	Systems of law and government Principles and values underlying them Relationship to human needs and cultural change Governance	Analysis Conflict resolution Ethical reasoning	Valuing democratic principles: freedom, equality, justice, human rights and dignity, majority rule, minority rights
2. **Public issues**	Political/economic/social systems and their interrelationships Issues of local, state, national, and international concern Global interdependence Public policy-making process Growth of public sector	Data-gathering (or generating) Information processing and interpreting Problem definition and solution Evaluating future consequences of policy alternatives	Valuing democratic principles Perspective taking
3. **Participation** for personal development and to achieve specific objectives	Group processes Political and interest groups Structure and function of public institutions and their points of access Modes of participation and how they evolve	Decision making Negotiating with public authorities Working with a group Effective interpersonal communication	Valuing democratic principles Perspective taking Self-esteem and efficacy Sense of personal identification and belonging Responsibility and concern for the group as a whole

* Some attributes listed here are not the sole responsibility of either citizen education classes or the schools. They are learned in a variety of settings, but, like basic communications skills, are vital to effective citizenship.

From: *Citizen Education Today: Developing Civic Competencies* by Elizabeth C. Farquhar and Karen S. Dawson. U.S. Department of Health, Education and Welfare (HEW) 1979.

Judith Torney-Purta, professor of human development at the University of Maryland, cites programs such as the British Political Literacy Project, which suggest that the content of civic values, "freedom, toleration, fairness, respect for truth and respect for reasoning—cannot be separated from the process by which the teacher helps students see things from the point of view of others, to be critical about sources of political information and to recognize political dimensions in school or on the job." She adds that attempts to foster classroom processes which encourage open discussion and questioning have been shown empirically to promote civic knowledge and democratic attitudes.

Exemplary School Climates for Citizenship. The 1985 NASSP Curriculum Report on exemplary citizenship education programs singles out **Glenbrook South High School** [4000 West Lake Ave., Glenview, Illinois 60025] as a place where "a visitor...is aware that civility—courtesy, consideration for others, *caring*, permeates the ethos of all activities... ." The report also cites **South High School of Salt Lake City** [1575 South State St., Salt Lake City, Utah, 84115], where a **Danforth Foundation** grant underwrote a project to democratize its governance structure and change the school governance and curriculum to align them with 12 democratic principles. As part of the process, the school staff established six climate task forces:

- Respect and Trust
- Continuous Academic and Social Growth
- School Renewal
- Current Problems
- Decision Making
- Cohesiveness

In Summary. There are, then, at least a dozen ways (and far more combinations thereof) to approach civic education. Most exemplary citizenship programs blend elements of several. Chart 1, from the 1979 Office of Education study, suggests three particularly important elements that contribute to civic competencies. They are areas common to most citizenship programs and cut across curriculum lines.

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Chapter 4

Curriculum for the Education of Citizens

Where does citizenship appear in the curriculum? At what age? As noted earlier, there is no single answer, nor should there be. In a carefully planned citizenship program, cognitive learning and action learning occur throughout a student's school career. They are not taught only in civics or government class. What actually happens in schools varies enormously, as schools develop programs based on state law and local concerns.

STATE MANDATES

The starting point for schools is what state law requires, and virtually all states mandate some form of citizenship training, often as part of history and civics strands. Some also require "student participation activities," and at least 10 require competency testing in civic learning. Texas, for instance, has comprehensive citizenship guidelines and mandates study of both state and federal government at specific grades. Tennessee in 1985 mandated character education.

Maryland has developed competency objectives in citizenship and grouped them into three content domains:

- Constitutional Government
- Principles, Rights and Responsibilities
- Politics and Political Behavior

CITIZENSHIP IN THE ELEMENTARY CURRICULUM

Elementary teachers talk very directly about citizenship as they begin the long task of socializing youth. Jerri Sutton, staff director of the proposed Task Force on Citizenship Education, noted:

"The preparation of citizens serves as a major goal of an elementary school program. Whether the teacher in an elementary school deals with science, art, mathematics, language arts, history, or other subjects, *the unifying theme—the universal and common ground—is found within the development of the individual to his potential freedom, liberty, justice, and equality under a system of rule of law. Citizenship education provides unity for all learning experiences and should place the needs not only of the child but of the society in balance.*"

A 1979 study by the citizen education staff of the U.S. Office of Education identified three general categories of elementary activities in citizenship:

- those designed to build national identity and loyalty
- those designed to impart factual information about American government and history
- those that attempt to introduce concepts and modes of inquiry from the social sciences.

The study found few programs that encouraged active learning or student participation, both of which are crucial to a complete program for citizenship. Researchers for John Goodland's *A Place Called School*, published in 1984, noted in their observations of elementary social studies "the preponderance of classroom activity involving listening, reading textbooks, completing workbooks and worksheets, and taking quizzes—in contrast to a paucity of activities requiring problem solving, the achievement of group goals, students' planning and executing a project, and the like."

Since the 1979 study, some shifts have occurred, notably in the spread of character education and in law-related programs, which tend to require active learning. Many LRE studies involve students directly in "trials" or other simulations and game exercises that show how rules and laws help solve problems. For instance, a recent issue of *Update: On Law-related Education* carried a 2nd grade activity from *Educating for Citizenship*, Book 1 is "Problems in Green Valley." It describes how a New Mexico professor of law worked with a second grade class in an activity on democratic decision-making. The professor joined the class after the

"Civic education in the elementary school should be considered as a multidisciplinary subject, with all teachers responsible for its practice and development. The responsibility for teaching civic education in secondary schools rests with the entire school staff. English and social studies teachers have a special opportunity to make an impact in this area, because the concepts of justice, liberty, and equality are intrinsic to the subject matter."

Recommendation No. 5, Report of the National Task Force on Citizenship Education 1977

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teacher had presented the problem. Through a simple story and drawings, students learned about proposals to build a road through Green Valley that would benefit some animals while adversely affecting others. They learned how three animals did not want the road, three did, and one did not care. Working through such an exercise, students can experience the process of conflict resolution through orderly means.

Faculty in **Rochester, New Hampshire** recently revised the elementary curriculum, "You-Me and the Three 'R's' of Law". The following sequence is the basis of the program:

- Grade 1, awareness
- Grade 2, exploration
- Grade 3, investigation
- Grade 4, manipulation
- Grade 5, competency
- Grade 6, abstraction

Citizenship in Reading Class

Reading classes offer unlimited opportunities for discussion of widely shared democratic values such as due process, trial by jury, minority rights, freedom of speech and religion, and of the people and events that shaped the American republic. Education Secretary William Bennett, in *"First Lessons:* A Report on Elementary Education in America" com-

ments: "All year long, children should experience legends such as Paul Bunyan and Johnny Appleseed, should hear true stories of Revolutionary era heroes like Benjamin Banneker and Nathan Hale, should learn how women like Harriet Beecher Stowe and Emily Dickinson shaped the sensibilities of our young republic."

In many systems, a significant part of the citizenship strand appears in reading. Thus in **Dothan, Alabama,** which has a carefully-crafted K-12 citizenship program, first graders read and discuss "The Little Red Hen" to raise issues of responsibility and consequences in the first grade.

In **Duval County** schools in **Jacksonville, Florida,** the 4th grade social studies law-related curriculum was designed to be adaptable to existing curriculum by infusion. The primary goals are to stimulate thinking competencies and develop skills and attitudes that will help children function effectively in decision-making situations.

Cognitive Skills and Action Learning

The best elementary programs emphasize not only cognitive skills, but action learning. Role playing, classroom visits by firefighters, police, judges, ambulance crews, all bring reality to discussion of "how our town works." Simulation games reinforce units on meeting basic economic needs, the right to privacy and similar concepts.

The **Los Angeles Unified District** developed a City Building Program adaptable to upper elementary grades that encourages students to function as active citizen participants. In the course of a 6th grade year, students design, build, organize, develop and govern a city of the future. Through the year, adult professionals drop by as consultants. As decisions are made, the city takes shape, and new problems arise which must be addressed. With the classroom as analalog of society, students experience actively the challenges of leadership, decision making and learn the types of choices that must be made in the real political arena.

Practice in discussing current events is important to upper elementary students and often can be related to course content. The challenge for teachers is to help students relate these concepts to their own lives and to issues currently in the news.

CITIZENSHIP IN THE JUNIOR HIGH CURRICULUM

Ideally, the citizenship strand should begin to crystallize in junior high. The themes introduced earlier in scattered classes can be explicitly pulled together in an 8th grade history or civics class. The challenge is to make such classes relevant to students and not to turn them off permanently with a blizzard of remote and unconnected facts. Shaver believes that all too often, narrow concern for content crowds broader citizenship concerns

off the agenda. "History is often studied chronologically with little attention to citizenship, while civics is often only a study of government, not citizenship."

A typical junior high pattern is state history or world history in 7th grade, and American history through the civil war in the 8th. In many districts, students are required in the 8th or 9th grades to take a civics or government course, which may include units on careers, economics and/or family living. Each community reshapes the typical pattern to meet its own perceived needs and population profile. **Milwaukee, Wisconsin,** which recently revised and enhanced its citizenship program, introduced a Social Living Course in 1986 to the 7th grade.

School districts often require state history, either in combination with a civics or government course, or as a separate course in junior high school. Schools frequently combine several topics in an umbrella course. **Pratt, Kansas,** offers a one-semester elective for 8th graders, a civics course with a career planning component. **Conestoga, Pennsylvania** requires a one-year class for 8th graders titled "Early America and Civics" which seeks to instill the basics of federalism and economics. The class studies American colonization through the writing of the Constitution, drawing connections between the history and the governmental structures that evolved. Course readings include fiction and biographies in addition to histories as a means of making the period real to students. Considerable hands-on work with maps, cartoons, simulations, and election campaigns, is integral to the course plan. In **Owego, New York,** the school enhances the 8th grade experience with a simulated Constitutional convention.

IN THE HIGH SCHOOL CURRICULUM: CIVICS, GOVERNMENT, AND THEIR CURRICULAR COUSINS

In high schools, course selection and requirements vary enormously, depending on state mandates, size and budget of the school, staff skills and interests and community traditions. However, the social studies cycle first recommended in 1918 (9th grade civics or world cultures; 10th grade world history; 11th grade American history, 12th grade American government) continues to be the norm, but with shifts in the requirements/electives mix. The 1979 U.S. Office of Education survey reported a 38 percent drop in enrollment in civics classes between 1961 and 1973 and a 22 percent drop in traditional 12th grade problems of democracy courses. In the same period, enrollments grew significantly in economics, sociology, and psychology. As noted earlier, elective options have been a major factor in displacing education for citizenship as a priority objective.

Nevertheless, civics or American government still tend to appear in the 9th and 12th grades (often as an elective), world history in the 10th, and American history in the 11th grade, with electives such as law or economics in the 12th. Larger schools tend to offer a smorgasbord of electives that might be viewed as citizenship-related: "Law and Society," "Urban Problems," "Geography," "Environmental Studies," "Global Problems" and so forth.

ONE SCHOOL'S APPROACH: TARGETED CLASSES FOR SPECIAL GROUPS

The 1985 curriculum report by the National Association of Secondary School Principals identified a dozen exemplary high school and district programs in citizenship. The mix of course offerings at **Spring Valley High School in Columbia, South Carolina,** was cited. Spring Valley offers these classes for targeted students:

- **Famous Americans** (9-10) for students whose reading and writing skills are below average. Students read interesting biographies of successful people who have made important contributions in their country.
- **Leadership Training** (10-12) for students who hold elected leadership positions to aid them in personal growth and development.
- **American Government Practical** (11-12) for students in practical or basic English. It emphasizes citizen participation in local, state or federal government.
- **Living in America Today** (9-12) for students of below average reading ability. The class uses the law to probe American problems, gives an understanding of local government, the legal system in action and students own rights and responsibilities.
- **Street Law** (10-12) for students of average reading ability. The class examines court systems and the special legal problems of juveniles, families and those accused of crime, and provides an overview of individual legal rights and responsibilites.
- **American Government** (11-12) designed to produce informed, politically effective citizens through study of elections, activities of political parties, factors that influence voters and similar issues.

The NASSP report says the course "captures the vitality and drama of politics though use of cases that describe political activities of typical

Citizenship Task Force Recommendation

"Citizenship education courses as they exist often are limited to the study of government and economics. The base of these courses should be broadened to include Constitutional rights and liberties, the environment, ethical values, interdependence of peoples, and human rights and responsibilities."

***Recommendation* # 1 of the 1977 Task Force on Citizenship Education.**

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citizens and political leaders. Simulations, games, political attitude surveys and data processing are some of the instructional activities.

CITIZENSHIP IN OTHER SECONDARY CLASSES: WHEN, WHAT AND FOR WHOM?

"We just haven't resolved the question yet," says James Shaver to a query of what precisely should be taught in citizenship. But he adds that he keeps returning to the liberal education concept, of people well read both in the humanities and in history. "I think of citizenship education, and I think of social studies, but also of philosophy and literature. I would hope that English teachers are also teaching citizenship."

Civic education needs to be deeply embedded in the total life of a school. Democratic values, modes of inquiry, critical thinking and decision-making should be infused in the entire curriculum, not isolated in a single class. The following examples are a few of the ways secondary schools have infused citizenship in other classes:

In Social Studies and History Classes

American and world history and other social studies courses are central to civic education as students study ways humans have sought to govern themselves, why they fought wars, how they have sought to solve economic problems. For such classes to have relevance to the present, students must be led into active dialogue on the history being made now.

Whitehead spoke of the need for students to deal with the insistent present; no class offers more possibilities for students to draw analogies, engage in critical thinking and analysis than history. In many states, **History Day** competitions offer a focus for activities that can motivate students. The Close-Up Foundations's newly introduced **Citizenship Bee** (see Chapter 5) can also be a strong motivator to student efforts.

Problems of Democracy and Current Problems

Such classes probe the "insistent present" to teach critical thinking and modes of inquiry. Through the process, students can gain the invaluable practice they need in analyzing, fact-gathering, critical thinking, decision-making, understanding of propaganda and similar skills essential to free people. Students are typically required to read and analyze newspapers, magazines and to minitor and evaluate television news. One gifted teacher spent a few minutes a day on "city desk." Acting as city editor, he queried students on events and topics that would be covered that day if they were reporters. Such classes are enormously valuable in citizenship education, yet are frequently on the electives menu and not part of the required curriculum. Shaver sees them as fundamental to citizenship education.

Economics

The economic decisions made by local, state and national governments are political choices in which every citizen has a direct stake. The challenge is to create activities that let students understand how directly they are affected. Consumer economics offers tangible, easily understood issues of government regulations and decision-making.

English, Journalism, Speech and Drama

Many educators argue that much of the most important education for citizenship is best taught by infusion in other courses, notably English and other humanities. A reading or literature class can study biographies of American leaders and stories of how the nation's liberties were won. They can analyze fiction that raises issues of fairness, responsibility and freedom.

A secondary school English class reading *Huckleberry Finn, Animal Farm, Julius Ceasar,* Thoreau's *Civil Disobedience,* or Harper Lee's *To Kill a Mockingbird* will explore fundamental citizenship issues and concerns. A film class examining *A Man for All Seasons, Citizen Kane* or

High Noon can discuss moral choices and examine basic concepts of accountability and the rule of law. Teachers need to relate these issues to what students are studying elsewhere in the school day, in history, in economics, or other classes.

Speech or debate classes can help students hone their citizenship skills of reasoning and presenting arguments in logical, persuasive ways. A journalism class offers direct hands-on experience in fact-finding and analysis. Obviously, pre-planning among departments is essential if such programs are to reinforce one another.

Health, Home Economics, Science

Should a science class take time to discuss the global implications of the destruction of rain forests, the green revolution, gaps in the ozone layer? Can a health unit on smoking avoid discussion of government responsibilities toward public health or whether non-smokers have the right to prevent smoking in public places? **York, Pennsylvania** Superintendent of Schools Jan Van Newkirk ranks environmental studies seminars and an exchange of archeological digs among his district's most effective citizenship activities.

In every subject there is scope, without sacrificing academic content, to reinforce the threads of responsible citizenship and considerations of public good versus private self-interest.

BUT WHAT IF EVERYTHING IS ELECTIVE?

If the Problems of Democracy, American Government, Economics, Civics and similar classes are electives, or if they are taken only by the top third of the class, how do the other students gain the needed citizenship information and skills? What should be required and what elective? Should citizenship education teach content or thinking skills? Virtually everyone agrees on the need for all students to study American history. Agreement is nearly as general that they should understand governmental processes at local, state and federal levels. Beyond that consensus tends to splinter.

Most of recent studies of secondary schools, however, suggest more required courses in areas directly related to citizenship: civics or American government, world and American history, and economics.

Boyer's Carnegie study urges expansion of the required core curriculum from one-half to two-thirds of the total units required for graduation. He advocates strengthening the traditional courses in literature, history,

mathematics and science, and giving emphasis to a foreign language, the arts, civics, non-western studies, technology, the meaning of work and the importance of health.

Whatever the class, teachers need to be alert to possibilities for discussion of citizenship issues. In no area is the need for sensitive teacher attention more important than in helping students work through the skills needed for participatory democracy. There is urgent need for them to learn how to discuss without rancor, how to marshall relevant facts on difficult issues, how to make their views on important issues known, how to negotiate a solution to a problem that does not leave one side feeling battered and defeated. Whatever the specific class, students can experience through discussion, through simulation games and other techniques, the realities and responsibilities of living in a free society.

THREE-FOLD APPROACHES

Those who have spent years trying to formulate citizenship curriculums are exceptionally modest about suggesting any single model. They tend, instead, to suggest questions any district might consider in designing its own program. Walter McPhie suggests that a school's citizenship education program, to be complete, would be threefold. It would include:

- Appropriate courses. These would focus on the skills and concepts necessary for successfully living and participating in a democracy; provide literacy and other courses as needed to provide for health, salable skills, and the general welfare.
- Models of democratically-oriented people and processes in every classroom and every phase of the school operation.
- Frequent opportunities for students to practice responsible, democratic behavior in school and out. He argues that while schools have done commendably well in providing appropriate courses, too often they have avoided or neglected to provide either democratic models or sufficient opportunities for students to practice democratic behavior.

James Shaver suggests a similar three-part effort:

- content that would include studies helping students recognize the inevitability of conflict in a democratic society and develop critical thinking skills
- active participation with more insightfulness into the school itself as a political system
- a focus on issues that face society today, providing time in the curriculum for focus on major issues in society set within a historical context.

The issue is not adding one more class to the crowded curriculum. What is needed is a kind of systematic weaving of key citizenship concepts through the entire curriculum.

Exemplary Citizenship Programs

In its 1985 curriculum report on citizenship, the NASSP identified as having exemplary programs (in addition to those mentioned earlier):

- **The Long Beach Unified School District of California.** The report cites the schools' educational philosophy. 701 Locust, Long Beach, CA 90813.
- **Richland Northeast High School of Columbia, South Carolina.** Like Spring Valley, the other high school in Richland County, Northeast has targeted classes for special groups. The NASSP report singled out a course called Legal Education, dealing with every aspect of the judicial system [Richland Northeast High School, 7500 Brookfield Rd., Columbia, SC 29223].
- **Ferguson-Florissant Schools of Berkley, Missouri,** which serves a community with a broad range of socioeconomic and ethnic groups, is cited for academic and cocurricular activities which strive to meet individual needs. The district's secondary citizenship program is guided by instructional objectives written by social studies teachers in each high school through Mapping Models. They include year long freshman citizenship, sophomore American history, and senior American Government .[8710 Walter Ave., Berkley, MO 63134].
- **New Rochelle, N.Y. High School** is cited for its Curriculum for Caring, a program infused in 10th grade European culture and 11th grade American history that combines ethics education and values clarification to improve the quality of ethnic and racial interaction among students, reduce vandalism and increase civic responsibility. The report says the social studies ethics education has raised morale among students and faculty and improved the total school climate. [265 Clove Rd., New Rochelle, NY 10801].

From Goodlad's Suggested Goals for Schools

The chart found on pages 60-62 serves as another starting point for schools to examine their own citizenship programs. Developed by the NCSS Citizenship Committee (1981-83), the form suggest essential characteristics for a school citizenship program and a checklist for assessing current efforts.

A starting point for evaluating existing programs might be the list of Goals for Schools suggested by John Goodlad in *In A Place Called School*. The portions of his list directly applicable to citizenship education include:

Social, Civic and Cultural Goals

Interpersonal understandings

- Develop a knowledge of opposing value systems and their influence on the individual and society.
- Develop an understanding of how members of a family function under different family patterns as well as within one's own family.
- Develop skill in communicating effectively in groups.
- Develop the ability to identify with and advance the goals and concerns of others.
- Learn to form productive and satisfying relations with others based on respect, trust, cooperation, consideration, and caring.
- Develop a concern for humanity and an understanding of international relations.
- Develop an understanding and appreciation of cultures different from one's own.

Citizenship participation

- Develop historical perspective.
- Develop knowledge of the basic workings of the government.
- Develop a willingness to participate in the political life of the nation and the community.
- Develop a commitment to the values of liberty, government by consent of the governed, representational government and one's responsibility for the welfare of all.
- Develop an understanding of the interrelationships among complex organizations and agencies in a modern society and learn to act in accordance with it.
- Exercise the democratic right to dissent in accordance with personal conscience.
- Develop economic and consumer skills necessary for making informed choices that enhance one's quality of life.
- Develop an understanding of the basic interdependence of the biological and physical resources of the environment.
- Develop the ability to act in light of this understanding of interdependence.

Enculturation

- Develop insight into the values and characteristics, including language, of the civilization of which one is a member.
- Develop an awareness and understanding of one's heritage and become familiar with the achievements of the past that have inspired and influenced humanity.
- Develop understanding of the manner in which traditions from the past are operative today and influence the direction and values of society.
- Understand and adopt the norms, values and traditions of the groups of which one is a member.
- Learn how to apply the basic principles and concepts of the fine arts and humanities to the appreciation of the aesthetic contributions of other cultures.

Moral and ethical character

- Develop the judgment to evaluate events and phenomena as good or evil.
- Develop a commitment to truth and values.
- Learn to utilize values in making choices.
- Develop moral integrity.
- Develop an understanding of the necessity for moral conduct.

[From pages 52-54, *A Place Called School*, John Goodlad, 1984, McGraw Hill.]

Essential Characteristics of a Citizenship Program: Criteria Checklist
Developed by the NCSS Citizenship Committee, 1981-1983

Check/Respond as Appropriate

MODEL CITIZENSHIP PROGRAM	ASSESSMENT OF CURRENT PROGRAM		
	Grade level(s) where this occurs	Current program does this (X)	**Evidence this occurs**
•Is based upon objectives which are thoughtfully selected and are philosophically consistent with the "Essentials of the Social Studies" and are clearly stated in such a way as to furnish direction for the entire program.			
•Is built on a logical developmental K-12 sequence which attempts to develop the cognitive structure, skills, attitudes, and knowledge necessary for full participation in local, state, national and global communities.			
•Recognizes that while the primary responsibility for citizenship education resides with social studies educators, it is also an integral part of the total school program including school climate, procedures, and organization.			
•Is based upon learning experiences which are meaningful and practical to students and which enable them to discuss issues in an open, supportive environment, i.e., such instruction should be directly related to the age, maturity, and concerns of students.			

•Provides students with understanding and appreciation of the fundamental beliefs inherent in the Declaration of Independence, the U.S. Constitution and the Universal Declaration of Human Rights through learning experiences which are rooted in the historical derivation as well as the contemporary application of these documents. •Provides formal instruction for all students in concepts related to the structures and function of local, state, and national government, international organizations, and processes and judicial systems at all levels. •Focuses instruction upon study of the United States in global and historical contexts. •Provides opportunities for investigation into public policy issues. •Enables students to practice civic participation in the total school program, including school governance, for development of skills for democratic political participation. Encourages students to participate in civic activities in the community. •Provides students with a broad range of educational experiences to ensure that classroom settings are culturally rich, intellecturally stimulating, and experientially based. •Provides opportunities for students to learn about and appreciate multicultural contributions to our civic heritage.			

•Helps students see themselves as members of various structures including family, other groups, the local community, the state, and the nation and as inhabitants of a global society. •Provides students with opportunities to identify their rights and responsibilities as members of various groups, e.g., family, school, community, state, nation, and the human species in a global community. •Develops student competency in making socio/political decisions with consideration of consequences and which take into account the viewpoints of different individuals and groups. •Develops student competency in generating and using such standards of justice, ethics, morality, and practicality to make judgments about people, institutions, policies, and decisions. •Is sensitive to parents, interested individuals and civic groups. •Includes comprehensive evaluation using a variety of measures to assess achievement of objectives. •Systematically, formally evaluates to maintain and upgrade program quality.			

* Richard C. Remy *Handbook of Basic Citizenship Competencies* (Alexandria, VA, Association for Supervision and Curriculum Development, 1980)

Source: NCSS Citizenship Committee, 1981-1983

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Chapter 5

Practice for Citizenship

A 1986 the American Association of School Administrators poll on citizenship included this question: "How do students learn to constructively deal with or solve community, state or national issues or problems?" To which one administrator replied, "from a distance." To a query if the system had specific programs to encourage students to learn about or gain experience in working with community institutions, another respondent commented, "No, that is the problem." A third administrator, commenting on obstacles to improving citizenship education, remarked, "Involving people in participatory procedures is a difficult and time-consuming process."

Despite obstacles to giving students hands-on experience in citizenship, respondents to the informal poll consistently ranked activities such as role playing, mock trials, court and city hall visits, trips to Washington or state capitals as the "most effective" activities in teaching citizenship. Any experienced teacher knows that activities motivate and energize students. However, the insight is singularly relevant to civic education. If a major goal of civic education is to produce adults who are participating citizens, students need to begin practicing while they are still in school.

The rationale for action learning in citizenship is widely accepted, even if not so widely implemented. It combines the goals of integrating adolescents into the larger world with reinforcing the concept that while students have rights, they also have responsibilities. Most important, it provides real-world testing of the abstractions they are studying. Todd Clark, education director of the Constitutional Rights Foundation, sees such activities as a way for students to become empowered in society.

The opportunity to practice, the key third ingredient suggested by McPhie and Shaver, is all too often squeezed out of the school program by the press of other curricular demands. Yet it is fundamental to the development of citizenship competencies. Aristotle said that one becomes virtuous by doing virtuous acts, and contemporary research confirms the value of learning democratic values through participation. There is a clear

consensus among scholars of civic learning that no citizenship program is complete without experimental activities. At a 1984 seminar on civic education for teachers, Richard E. Gross of the Stanford School of Education commented, "Democratic qualities are definitely learned through participation in activities where children and youth can practice democracy."

Such practice can occur in and out of school. In its narrowest format, the practice might occur in a civics class as students role play or debate issues. It might be a simulation game in third grade. At the other end of the participatory spectrum is **Atlanta's** recently-introduced requirement that all high school students perform a minimum of 75 hours of community service before graduation. Many schools have had such requirements for years; what is new is the experimentation with required service by growing numbers of public school districts.

The following discussion of participatory activities only skims the possibilities. It is divided a bit arbitrarily into in-school and community-based programs, although the two often overlap.

PRACTICING CITIZENSHIP IN THE SCHOOLS

Citizenship practice in the earliest grades is most appropriate in the sheltered setting of the classroom and school itself. There, with teachers and administrators as role models, students begin to understand through participation such as role-playing, games and active discussion how and why rules are made, why people have laws, how people negotiate agreements. Through rotating responsibilities (feed the gerbil, choose the teams in gym, etc.) students begin to learn the dynamics of being both followers and leaders.

Among the most effective citizenship activities for younger grades are some of the law-related activities developed by American Bar Association ABA Youth Committees, the Constitutional Rights Foundation and Law in a Free Society. Through games, simulations, plays and other activities, students can experience directly how disputes arise, how they can be resolved without conflict, why people need to agree upon rules or laws. Visits by police, firefighters, judges, elected leaders and others can bring government into the classroom, allowing students to meet personally the people who run their government.

A **Pelham, New York** second grade teacher wove many citizenship lessons into an economics activity, "the cookie company." First the class discussed what kind of business they could run and how they could get money to begin. After reaching agreement through democratic methods on a cookie business, the class walked to a nearby bank where an elected

class representative signed a loan agreement for $25 to buy cookie mixes. Further discussion and spirited negotiation determined the type of cookies to be made, pricing, sales techniques and how profits would be spent.

By upper elementary and middle school, the possibilities expand for hands-on practice. Traditional activities familiar to most schools include the Safety Patrol, Student Council and tutoring of younger children. Fourth grade students in **Bethany, Oklahoma,** adopt senior citizen pen pals as a way of reaching into the community. Students at **Summit Park Elementary School** in **Baltimore, Maryland,** organized a balloon ascension to raise funds to fight cystic fibrosis. Many elementary classes have "adopted" an international foster child and have raised funds to meet the monthly bill.

A Total School Involvement. Students in tiny **Weybridge Elementary School** (78 students) watched themselves on national television as a result of a school-wide hunger and nutrition project that saved the lives of 1,101 children in five months. Inspired by a teacher, Caroline Donnan, "Waste Watch" linked concern about world hunger with food wasted in the school lunchroom. As students met specific "Waste Watch" targets, community businesses and groups donated funds to buy K-mix II, a high-potency supplement for severely malnourished children. Children were told that one dollar would by one pound of K-Mix II through UNICEF, enough to restore the health of one starving child. Within weeks, the project became the focus of most school activities. The lunchroom was ringed with paper cutouts representing hundreds of children "saved" from hunger by the Weybridge students. An unexpected side benefit was dramatic improvement in lunchroom decorum.

"My eight years as an elementary school teacher had taught me the importance of making abstract concepts concrete," wrote Caroline Donnan in *Educational Leadership*. "I was no stranger to chip trading and Cuisenaire rods, to Mexican dioramas and Dutch tulip projects. But Waste Watch taught me that school-age children can also investigate abstract concepts with significant human impact—democracy, scarcity, war, arbitration, and interdependence—if we make them concrete through real-world experiences." [The project is described in detail in the December, 1985 issue].

Campaign To Save a Park. Middle school students in **Washington, D.C.** campaigned successfully a few years ago to prevent the closing of Homestead Park, which the school had used in its study of colonial life. The experience gave students an invaluable sense of empowerment and achievement, and, says a former administrator of the school, was the most effective citizenship activity she has seen. Not only did students have to determine who had the authority to keep the park open; they also had to find allies and design strategies for successful lobbying.

Student Peer Counselors and Tutors

Among the most effective in-school opportunities for students to practice the responsibilities of citizenship student service are peer counseling and tutoring. These activities need not wait for high school. Fifth and sixth graders in **Fairfax County, Virginia,** regularly tutor first and second graders. In the process, the older students become role mentors as well as tutors. Both the tutors and the younger students benefit through increased self-esteem.

Orange County, Florida, schools have more than a decade's experience in running a major students-as-tutors program. As initially developed by former director of school volunteers Linda Woods, Turnabout Tutors were juniors or seniors who signed up for a period a day of tutoring. After a 10-day training session, the student tutors spent four days a week helping junior high, elementary or special education students, and a fifth day doing evaluations or getting more training. New state mandates required a change to a more formal peer counseling program with a curriculum acceptable to the state standards committee. Students in the program now attend formal classes for four to six weeks before they begin the four-day-a week tutoring system, with a fifth day of evaluation.

Linda Woods, who became field director of the National School Volunteer Program (NSVP) after leaving Orange County, comments that one of the interesting developments in the Florida program was that students who took the tutoring or peer counseling course were not typically the best or most academically gifted. These academically average students gained enormously in self esteem from being tutors. Rap sessions and evaluations really helped them, she said.

Ms. Woods has recently rewritten a handbook originally developed for Orange County, *Handbook for High School Tutors*, with step-by-step guidelines for planning and implementing a tutoring project. [Available from NSVP, 701 N. Fairfax, Suite 320, Alexandria, VA 22314 (703) 836-4880.]

In 1986, 100 **San Antonio, Texas,** juniors and seniors identified as potential dropouts were picked to tutor elementary students. The "Valued Youth Program," operating in four participating schools, has five activities: classes for student tutors, tutoring, field trips, role modeling and parental involvement. Student tutors work at least eight hours a week with younger children, for which they are paid a minimum wage. Followup evaluations showed that of the students in the "valued youth" program, only 6 percent dropped out, compared to the 37 percent average for schools in Bexar County. The tutors' grades in English and math improved, and absenteeism dropped dramatically. [Center for the Prevention

and Recovery of Dropouts, IDRA, 5835 Callaghan Rd., Suite 350, San Antonio TX 78228 (512) 684-8180.]

Glenbrook South High School, cited earlier for its school climate, has a notable offshoot, The Tutoring Organization, an outgrowth of a sophomore elective Urban Studies class. Student tutors as a group travel by bus to Onward House in Chicago, to work with students from the first to fifth grades. [Glenbrook High School, 400 West Lake Ave., Glenview, Ill. 60025]

Activities Keyed to the Course Outline

In **Muscatine Iowa,** the culmination of the 8th grade civics unit on local government is the invitation to about a dozen local officials to visit the school. For their visits, student teams plan, conduct, and give oral reports on interviews with the officials. Students in Jim Moore's American government class in **Wilber, Nebraska,** cannot get an "A" without earning a cumulative score of at least 101, a score they cannot reach through classwork alone. Extra points are earned by participating in civic activities, which can be used to raise their scores by one grade point. Appropriate activities are clearly defined, and point values assigned (two points for registering to vote, four points for attending a school board meeting and writing a summary of it, eight points for participating in the Nebraska Mock Trial, six points for working in a political campaign). Students in **Norman, Oklahoma,** also earn extra credit for participation in political events, political parties, special interest groups and similar community activities. By indicating that the school will give credit, teachers are sending students a clear message that they are already citizens and should begin now to involve themselves in their communities.

In **Las Vegas,** Partners for Citizenship pairs American government classes with candidates for naturalization. Las Vegas Social Studies Consultant Phyllis Darling said that the program originated with the local chapter of Close Up, as a way to give government students an understanding of the value of U.S. citizenship. The unexpected fallout, she added, has been the very real help the government classes can give to candidates for naturalization. In 1986, 16 government classes worked with 16 potential citizens, every one of whom passed his or her citizenship test, an achievement celebrated at a banquet with the Arizona governor as keynote speaker. The Close Up Foundation is developing a publication for schools that might want to institute a similar program. [Phyllis Darling, Clark County School District, 600 N. 9th St., Las Vegas, NV 89101; (702) 799-8468]

In a social studies, civics, law, or government class, role playing, mock trials, visits to government offices, courts and legislatures are extremely effective. Many teachers find role playing particularly enlighten-

ing to students as they try to place themselves in the persona of a public official wrestling with a complicated, controversial issue. Through such participatory activities, students are forced to think, and not just memorize, to analyze and make critical judgments and not just rehash the text.

Student Government

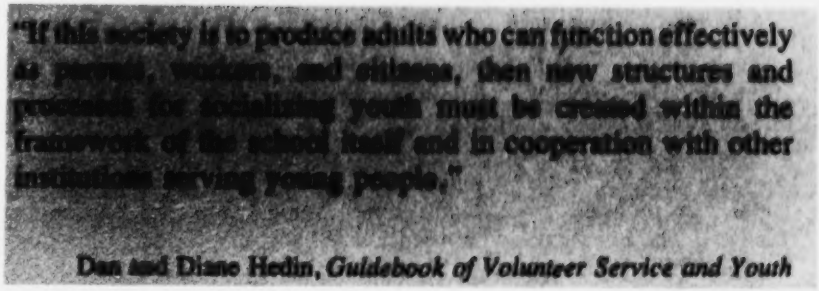
One of the most obvious, yet sometimes poorly used tools for in-school citizenship practice is student government. In all too many schools, student government has too little role beyond planning the prom or exhorting its own members about school spirit. **Jefferson County, Colorado,** schools in suburban Denver energized student government and worked toward reducing vandalism at the same time through giving students a direct stake and voice in decision-making. The district told student government about the amount set aside in the school budget for repairing vandalized property. Students, in participating schools, could use monies not consumed in vandalism repair for improving their school. In addition, Jeffco Director of Student Services Earl Reum has sponsored an annual "Views of Youth" conference to solicit concerns of students which are shared with the administration and board. A statewide "Views of Youth" conference grew from the Jeffco program.

Students participate as members of school-community advisory councils in a number of places, including **Austin, Texas; Flint** and **Birmingham, Michigan;** and **Minneapolis, Minnesota.**

LINKING SCHOOLS TO THE LARGER COMMUNITY THROUGH YOUTH SERVICE

"We conclude that during high school young people should be given opportunities to reach beyond themselves and feel more responsively engaged," states Boyer's Carnegie report on high schools. "They should be encouraged to participate in the communities of which they are part. Therefore, we recommend that every high school complete a service requirement—a new "Carnegie unit"—involving volunteer work in the community or at school."

Some schools are already doing so, and it would appear to be an idea with considerable momentum. As a followup to *High School*, the Carnegie Foundation for the Advancement of Teaching in 1986 commissioned a study on student service projects, and author Charles Harrison found that


"If this society is to produce adults who can function effectively
as parents, workers, and citizens, then new structures and
processes for socializing youth must be created within the
framework of the school itself and in cooperation with other
institutions serving young people."
Dan and Diane Hedin, Guidebook of Volunteer Service and Youth

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while few schools knew much about what others were doing in the area, interest was keen. Teachers and administrators told him they saw student service as a unique way for young people to find out what grassroots democracy is all about.

In the fall of 1986, a Forum on Volunteer Service and Youth sponsored by Independent Sector brought together youth volunteers, organizations in the field and educational opinion-shapers to explore the issue. [A videotape of the proceedings may be borrowed from Independent Sector. 1928 L. Street, NW, Washington, DC 20036]

"We frankly were surprised at how much is going on in youth service, said John Thomas of Independent Sector, an umbrella agency for more than 600 organizations in the voluntary sector. Long-time leaders in the field, Dan Conrad and Diane Hedin, told the Forum that hundreds of schools offer elective courses in community service and that many more encourage service through school clubs and organizations. A Gallup poll recently commissioned by Independent Sector found that while about 50 percent of adults contributed time in some way, an even higher percentage of youth—nearly 52 percent—do volunteer work. Speakers at the forum reported that nearly a million youth were enrolled in some kind of school-sponsored service program.

A major force behind the momentum for youth service has been Ford Foundation funding of pilot programs and studies. Edward Meade of the foundation suggests that a useful way to categorize service projects is the one developed by Lee Levison for a survey of independent schools underwritten by Ford. Most youth service programs fall into one of these general categories:

- Instrumental service programs, in which the program and the school objectives are closely related
- Strategic service programs, in which service is linked to the school program, but not as closely

- Symbolic service programs, unrelated to the school's core mission

[*Community Service Programs in Independent Schools: A Report*, Lee M. Levison, January, 1986. National Association of Independent Schools, 18 Tremont St., Boston, MA 02108]

Meade cites the **Los Angeles** youth service program as a large-scale, fully articulated program. A major commitment of the school district, it operates 26 programs in 22 high schools (some schools are on double sessions). The Los Angeles program is a collaborative effort of the Los Angeles Unified School District and the Constitutional Rights Foundation, and has the involvement, support and participation of a significant group of community institutions.

WORKING WITH ESTABLISHED PROGRAMS

Todd Clark of CFR comments that there is no need for schools to look for exotic methods of youth involvement. Validated procedures are in use in many districts, and several associations and foundations offer programs and support for schools that want to begin participatory projects. ACTION, a division of VISTA/Service Learning Programs, announced the availability of federal funds for student service-learning projects, beginning in 1987.

Milwaukee, Atlanta, Los Angeles, Orange County, Florida, and **Hartford County, Maryland** districts already have considerable experience in youth service. Many national and regional organizations have decades of experience in running youth participation programs. Some programs are service oriented, while others can be seen as laboratories for practicing democratic government. Among the most well known are the American Legion's Boys State and Girls State, Model Congress, Girl Scouts, Boy Scouts, various 4-H programs, the Key Clubs sponsored by Kiwanis, Red Cross Youth programs, Junior Achievement, and Campfire. For instance, many schools have invited Red Cross experts in to train high school students in first aid and CPR. Red Cross trained teens, in turn, go into elementary schools to help children learn basic safety and first aid techniques. The Ys sponsor many youth component programs such as model UNs. The American Legion-sponsored Safe Rides has grown dramatically in recent years as young people agree to take the responsibility to drive home any youth who should not be piloting a car.

Junior Achievement projects link young people with community mentors and give them practical experience in consumer economics.

Schools can encourage students to compete in local or state competitions such as VFW Speakers Contests, Mock Trials, History Day or Citizenship Bee competitions. Teachers consistently report that students are energized by their involvement. A student delegate to a Model Congress or Mock Trial competition realizes very quickly that he or she will have to study intensely to compete effectively. Thus the participatory activity reinforces the need to seek additional knowledge.

Getting Started. The mechanisms and support structures exist in every state and in many communities, but schools have to take the initiative to tap in. A key question is: who motivates the disaffected student to participate? How can the alienated student be drawn in and involved? How can schools engage the great middle mass to step up and enlist in the school or the community? A list of activities or volunteer opportunities in the counselor's office will not be enough to get the majority involved. Active adult encouragement and guidance is needed to get the students going in the beginning. The most successful programs tend to involve students in some of the early brainstorming on how to get other kids involved. Harrison notes that youth service projects usually require an adult coordinator, but that this is not necessarily a full-time job, since students are supervised by the agencies with which they work.

Community Collaborations

Collaborations with community groups and governments are essential if students are to go into the community and if the community is to be made genuinely welcome in the schools. An urban problems class might work with civic groups or a nearby college on a community needs assessment. Students in a Criminal Law class can volunteer as court watchers. Students in some communities have worked with the League of Women Voters as recorders at local government meetings and courtroom proceedings. Hospital Candy Striper volunteer programs give students direct insights into problems of the aging and serious health needs in the community.

Students from **Chicago's Lincoln Park High School** in the spring of 1986 teamed with Chicago Police Youth Officers to visit nine elementary schools for a cross-age teaching program for 8th grade social studies classes. The program was so well received that the sponsoring Constitutional Rights Foundation planned to expand it in 1987 to three more districts.

Community Education Helps Make Connections

A basic tenet of Community Education is that schools have a responsibility to help young people make connections between what they learn in the classroom and the lives they will lead after they leave school. One way to help prepare the young for life in a democracy is to invite into the classroom adults from the community who are regularly involved in making the political and social decisions that affect individual and community life. Another is to provide youngsters with opportunities to observe the decision-making process in the community—in the board rooms and court rooms, at public forums and civic meetings. The threat of more traffic through a neighborhood or a new tax on fast food will give the educational experience much greater immediacy for the young than the most eloquent textbook discussion of lobbying or televised debate on economic policy.

A student's belief in the power of an informed citizenry in a democratic society must be nurtured by experience and example. In an increasingly complex and confusing world, that belief is essential to the survival of our free political system.

For more information about using the community as a laboratory for citizen education, contact the National Community Education Association, 119 North Payne Street, Alexandria, VA 22314.

Springfield, Missouri, and **Loudon, Tennessee,** are among the many systems sponsoring a "Shadow Day" or Local Officials Day in which students accompany public officials throughout the day. The twist in Springfield is that some of the officials shadowed are school administrators. In many southern states, Chambers of Commerce sponsor "Career Day" shadowing to let students experience the reality of various businesses and professions. Student interns from **Lewisburg, Pennsylvania,** work in local government offices though a collaboration sponsored by Penn State University. **Milwaukee's** EPIC program gives credit to students who work "on a continuous and extended basis" in various governmental and community agencies.

In **York, Pennsylvania,** students work with the county historical society on oral history and other projects, such as the Peach Child Program, Students Against Drunk Driving (SADD), and other groups. Individually, students may pursue independent studies in personal geneology and/or mentorship programs with local historians or citizens who are "pillars" of the community. Students from the **Roosevelt-Lincoln Junior High School in Salina, Kansas,** help officiate at Special Olympics events.

A student-run program at the **Hudson, Ohio High School** involves about a third of the student body. Working out of a small office in the school, students use a computer bought with a small grant to match community requests with student interests. Though the principal began the program, it is now entirely student-operated.

Harrison noted that in many communities, student service is performed on weekends, during vacations and summer because students are so heavily scheduled during the week. For the agencies and for the student, weekend and vacation scheduling seems generally more workable except in terms of in-school service such as tutoring.

SerVermont: A Statewide Model

In her 1986 State of the State Address, Vermont Governor Madeleine Kunin announced a statewide volunteer program for high school students, SerVermont. The goal is to make community service a part of every high school in the state.

Coordinator Cynthia Parsons says SerVermont builds on the state's tradition of volunteering and community service and on the experience of two schools which already require student service. An existing program of the **Champlain Valley Union High School** in **Hinesburg** is known as Do Unto Others, or DUO. "DUO is kids helping kids or kids helping the school," says Parsons. One student might assist in a soccer program for junior high school, while another may be devoting one day a week

to a Day Care Center. DUO allows students to negotiate with teachers on missed class time. Those in advanced placement and other advanced classes often choose to do their volunteer service as tutoring during free periods.

In less than a year, SerVermont had found two easily replicable techniques particularly effective: mini-grants and small student planning committees. SerVermont makes available mini-grants of up to $200 to student-run projects—not to pay students, but to meet out-of-pocket expenses. A group of three to five students is convened to brainstorm projects.

"We work in three broad areas," says Parsons, "SerVermont's Seniors; SerVermont's Towns and Cities, and SerVermont's Libraries, which is a literacy approach. Kids have by and large thought up projects that were different and special. They have not turned to usual organizations." The **Craftsbury Academy and Craftsbury Common** developed a program for the elderly in which any senior may call the school in fall and spring and describe chores they need to have done. Students have been so caught up in the project that they held a luncheon for the senior citizens who had requested their help. Then, says Parsons, they wanted to provide a performance for their "clients," so they asked for a mini-grant to hire professional performers. In the process, they saw a need for additional funding and approached the Vermont Council on the Arts.

In **Bethel, Vermont,** students at **Whitcomb High School** responded to a teacher's comment that the town needed signs. With the approval of town selectmen, students in the school shop made "Welcome to Bethel" signs for approaches to the town. Students were so pleased with the endeavor that they offered to make signs for any nonprofit organization in the community.

In **Poultney,** students chose to work on a literacy project. The school media club made an A-Z primer, using places in the community ("P" is of course for "Poultney"). They produced slides for a media show and planned to create a booklet that will be available throughout the community. Parsons, former education editor of the *Christian Science Monitor*, believes the idea is replicable in any community. [For more information, contact SerVermont, Department of Education, Montpelier, VT 05602.]

Vermont's appears to be one of the first statewide commitments to community service by students. However, a Minnesota Task Force on Youth Service and Work chaired by John Davis, former Minneapolis superintendent, has recommended a Minnesota Youth Service. A poll conducted by the University of Minnesota found that almost 75 percent of the state's secondary students supported the idea of youth service corps, and that 50 percent would like to participate. After a nine-week summer test of a pilot project involving students from all socio-economic backgrounds, the task force recommended further pilot projects in five communities. [Jim Kielsmeier, National Youth Leadership Council, U. of Minnesota/St. Paul, 386 McNeal Hall, 1985 Buford Ave., St. Paul, MN 55108].

WHERE TO GET HELP IN PLANNING YOUTH PARTICIPATION PROGRAMS

In his research on Youth Service projects, Charles Harrison found that few school districts knew what others were doing in the field. His book, *Student Service*, [scheduled for 1987 publication by the Princeton University Press], should remedy some of the problem. Also scheduled for 1987 publication is a revised version of *A Guidebook on Volunteer Service and Youth* prepared by Dan Conrad and Diane Hedin for the 1986 Independent Sector Forum. The guidebook is a step-by-step outline for planning, implementing and evaluating student service projects. [Contact Independent Sector, 1828 L Street, NW, Washington, DC 20036.]

In addition to the organizations cited earlier, the following groups have a specific interest in, and expertise to share in youth participation and community service programs.

- *Close Up Foundation*. This popular program, best-known as the sponsor of week-long intensive seminars for students in Washington, D.C., offers many state and community level programs. An important feature of the Close-Up program is training for faculty. While students participate in week-long seminars in Washington under the supervision of Close Up staff, their teachers can attend seminars of their own. Back home, teachers who have led student groups are Close Up's most active volunteers.

"We teach citizenship as a hands-on activity," says Charles Tampio of Close-Up. "The kids who come represent a cross section of their state. When they meet with a Ted Kennedy or a Tip O'Neill, they can participate in dialogue that helps inform the member about what young people in his district are thinking. Ted Kennedy, for instance, uses them as a resource. He polls them on what young people are thinking. It becomes a dialogue with public officials."

Tampio says Close Up doesn't introduce the kids to experts on government. "We expose them to the politicians. It demystifies the political process. It helps them realize that they can become actors in the political arena."

The organization's newest activity, piloted in five states in 1985, and operating in 18 states in 1987, is a **Citizenship Bee.** Run like a traditional spelling bee, the Citizenship Bee begins at the school level in October and moves upward through regional and state competitions to a national championship and $3,000 scholarship. State winners are invited to Washington for a special four-day Close Up experience. Questions in the Citizen Bee cover six subject areas: American history, government, geography, economics, current issues, and Americana.

[Close Up Foundation, 1235 Jefferson Davis Highway, Arlington, Virginia 22202]

- *Quest National Center*. The Quest National Center was founded to give people between ages 10 and 18 "skills for successful living and learning." Schools in 47 states participate in Quest programs such as **"Skills for Living,"** a semester-long curriculum committed to the concept that students need active involvement. In cooperation with Lions Clubs International and AASA, Quest developed a program for grades 6-8, **"Skills for Adolescence."**

  The newest Quest program draws on the resources of the Association of Junior Leagues. **Project LEAD** (Leadership Experience and Development) pairs young people with adult mentors to plan and implement volunteer projects. LEAD teams are formed of six people, an adult team leader (often a volunteer from the Junior League or other community service organization), a teacher or counselor, and four students. LEAD trainers guide the team through a two-day leadership seminar to prepare them to conduct a needs assessment of the community, develop broad support for goals and recruit other students.

  LEAD teams have been trained in 17 states, Canada and Mexico. In **Plano, Texas,** LEAD sponsored an arts festival for the handicapped. In **Huntington, West Virginia,** a team collected food and clothing for flood victims. In **Cincinnati,** LEAD developed an "Adopt-a-Grandparent" program in a nearby nursing home.

  A key goal of LEAD is to develop the leadership potential of young people who are not typically leaders. Project LEAD director Anne

Hoover says the most enthusiastic participants are often those students who are not motivated by school and who do not normally participate in extracurricular activities.

[The Quest National Center, 6655 Sharon Woods Blvd., Columbus, Ohio 43229]

- *Constitutional Rights Foundation*. This Los Angeles based foundation with a Chicago branch is a leader in building collaborations between school and community. CRF's **Youth Community Service** program prepares youth to organize and implement community service in schools and communities. Students in the **Youth Leadership Groups** recruit and train other high school students to volunteer. The enthusiasm generated shines through in a CRF video of students from several Los Angeles schools planning and then carrying out a city-wide anti-graffiti, anti-litter campaign that culminated in a joyous parade of broom-wielding, drum-thumping students through the city. A close up shot of one young parader, literally beaming with pride, makes a powerful statement about the value of youth service. The same video shows students developing and carrying out a program to feed the hungry on LA's skid row.

  Such programs do not happen by chance. The Los Angeles Unified School District gives strong support to the program. The foundation provides funding for faculty sponsors, runs summer workshops and retreats to train faculty and student leaders and helps with follow-up.

  CRF also sponsors **"Lawyer in the Classroom," Mock Trials,** and **Law Day Conferences** for students. The latter are major undertakings with as many as 1,200 students gathered for participation in one of 35 workshops.

  [Constitutional Rights Foundation, 601 S. Kingsley Drive, Los Angeles, California 90005]

- *Citizenship Education Clearinghouse* serves St. Louis area schools with a variety of programs to promote experiential education in citizenship. It is seen as an extension of and complement to civics and government classes. CECH works closely with teachers, providing graduate or inservice seminars, maintaining a library for civic education and coordinating interdistrict projects. Among the most popular programs are **CECH-UP** in which students involve themselves in issues before the Missouri legislature. A first part is a one-day **Missouri Government Issues Forum** in which students and teachers participate in workshops and lectures on current state issues. In the second phase, students travel to Jefferson City to observe legislative sessions and hearings and to attend special seminars led by legislators on bills chosen by the students. In the third phase, students develop their own action projects relating to the same issues.

In the CECH **National Issues program,** students examine national issues affecting young people such as teenage drug and alcohol abuse and public school educational priorities. After studying the issues, students meet in a town-hall format with community persons and government officials. In many cases, follow-up action is then initiated by student groups. In the 1985 session, students had gained enough momentum by the third town hall session that every U.S. Representative in the St. Louis area sent someone to hear student discussions. As followup, students initiated a letter-writing campaign to state and national leaders, expressing opinions on merit pay for teachers, school desegregation and tuition tax credits. They also initiated a local drug and alcohol survey and formed a school organization against drunk driving. [CECH, 5234 Wells Avenue, St. Louis, Missouri, 63113]

- *Independent Sector*, sponsor of the 1986 forum on community service, is a nonprofit coalition of 650 corporate, foundation and voluntary organizations with an interest and impact in voluntary action and philanthropy. The organization serves as a clearinghouse for information on activities such as community service. [Independent Sector, 1828 L Street, N.W., Washington, DC 20036]

- *The Center for Youth Development and Research at the University of Minnesota/St. Paul* has done extensive work in developing youth service as a specific part of the curriculum, in testing and validating various models. [Diane Hedin, 386 McNeal Hall, 1985 Buford Ave., St. Paul, Minnesota 55108; (612) 624-3700]

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CECH of St. Louis sums up the goals of a program to develop good citizens through student participation:

"The American student should be able to say:
"I believe *I* can be effective"
"I know *how* to be effective."
"I *want* to participate."

- *Youth Service America* develops networks, standards and resources to focus youth service on educationally disadvantaged children and the elderly. 810 18th St., NW, Suite 705, Washington, DC 20006; (202) 783-8855

- *The National Community Education Association* encourages student involvement in school advisory councils. [William de Jong, Executive Director, NCEA, 119 North Payne Street, Alexandria, Virginia (703) 492-1547]

- *The Association for Experiential Education* offers various resources on learning through experience. [P.O. Box 249-CU Boulder, Colorado 80309 (303) 492-1547]

- *Facing History and Ourselves* is piloting a new project and resource book (scheduled for 1988 publication), "Facing Today and the Future: Choosing to Participate." The organization is developing and disseminating classroom materials "to examine the neglected history of how people participate—in community work, in human service, in politics and social activism, and in other kinds of voluntary or nonprofit activity." [Facing History and Ourselves, 25 Kennard Road, Brookline, Massachusetts 02146 (617) 232-1595]

- *Institute for Responsive Education*, [665 Commonwealth Avenue, Boston, Massachusetts 02215 (617) 353-3309]

- *National Center for Service Learning/ACTION*, [806 Connecticut Avenue, N.W., Washington, DC 20525 (201) 543-8600]

- *National Society for Internships and Experiential Education*, [2nd Floor, 124 St. Pary's Street, Raleigh, NC 27605 (919) 834-7536]

- *National 4-H*, 7100 Connecticut Avenue, Washington, D.C. 20814, (202) 656-9000.

- *National School Volunteer Program*, 701 North Fairfax Street, Alexandria, Virginia 22314, (703) 836-4880.

- *National Association of Secondary School Principals*, 1904 Association Drive, Reston, Virginia 22091, (703) 860-0200.

- *National Association of Elementary School Principals*, 1615 Duke Street, Alexandria, Virginia 22314, (703) 684-3345.

- *Association for Supervision and Curriculum Development*, 125 North West Street, Alexandria, Virginia 22314, (703) 549-9110.

- *National PTA*, 700 North Rush Street, Chicago, Illinois 60611, (312) 787-0977.

- *American Library Association*, Office of Intellectual Freedom, 50 East Huron Street, Chicago, Illinois 60611, (312) 944-6780.

What Makes a Successful Youth Participation Program?

While there is no single formula for success in youth participation projects, certain guidelines have proven helpful.

- Strong administrative and school board support is fundamental. "Support of the principal is crucial," says Harrison, based on his research for *Student Service*. "If the principal is lukewarm, it won't work. If the principal is for it, it is going to happen." Edward Meade of the Ford Foundation says that if a school community service program is to succeed, the superintendent has to be fully committed.
- Realistic goals suitable to the age group. Strategies must be suited to youth capabilities and interests. In general, service within the school itself is more appropriate for students through ninth grade.
- Planning, identification of obstacles, resources. "A successful project needs thoughtful planning; it needs resources; and it needs the genuine commitment of the school system," says Meade. Project LEAD uses planning committees of six: four students, a teacher and a community person; SerVermont similarly works successfully with core groups of three to five. Students are involved in the early stages, to give them a sense of ownership in the process.
- Many projects require some advance training of students. In Los Angeles, the Constitutional Rights Foundation trains a core group of leaders among students, then helps these students recruit and organize others for larger projects. Project LEAD also focuses on training a core group of leaders, who then steer the resulting project.
- Advance training of teachers or coordinators is helpful, particularly in large-scale projects involving outside community groups.
- Identification and recruitment of community allies should take place early in the process, and continue throughout, to ensure community acceptance, acknowledgment and other reinforcement for student efforts.
- School and community recognition of achievements. Success builds

on success. Students and faculty should be given as much public recognition as possible.

- Hedin and Conrad strongly stress the need to provide mechanisms for students to reflect on and learn from their experiences.

  Student service programs are likely to be more effective if students see the connection between the service they are performing and the success of their free and democratic society. A teacher or other qualified person might explain or discuss that connection in advance. Following the experience, or periodically, students might be asked to prepare a paper, a short talk or slide/photo show that draws this important connection. Students might also be asked to moderate discussions on how their experience contributed to a better community or nation.

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OF AMERICA

We the People of the United States, in order to form a more perfect Union, establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare, and secure the blessings of liberty for ourselves and our posterity, do ordain and establish this Constitution for the United States of America.

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Chapter 6

A Bicentennial Opportunity to Revitalize Citizenship Education

Sixty-five Chicago high school principals met in the fall of 1986 to talk about changing the U.S. Constitution—not because they favored amendments but to experience the kind of debate that created the document. Through a morning session and lunch, the principals met in committees to analyze two frequently suggested amendments—a six-year Presidential term, and a four-year term for the House of Representatives. Their dialogue was a warm-up for a city-wide program to enhance and enrich key constitutional issues in U.S. history classes.

The Chicago project was structured by the Constitutional Rights Foundation and the Chicago school district, using techniques and resources developed by the Jefferson Foundation. "They walked away still talking about the issues," said Chicago CRF director Carolyn Pereira after the principals' forum. We had worried that because they were so busy and have such demands on their time, they might not be able to give their full attention to the issues, she said. Instead, the debates made the administrators strong proponents of the Jefferson Meetings.

"We don't advocate any change," explains Dick Merriman, director of the Jefferson Foundation. "The idea is to put people in the sort of situation that Madison and others who framed the Constitution were in, to see how the design of an organization shapes what it does."

Jefferson meetings began in 1983 as adult forums, but have been used successfully in several hundred secondary schools since then. The Chicago commitment to involve every high school in the district in dialogues on the Constitution grew out of discussions with associate superintendent Margaret Harrigan and Chicago CRF director Pereira. The original suggestion was to pilot the project in ten schools, but Harrigan decided that

for the Bicentennial of the Constitution, every high school should have the chance to participate.

As the next step, each principal has identified a social studies teacher, usually of American history, civics or American government, to participate in a full-day training session in the Jefferson Meeting format. Teachers are then paired with a community person to run mini-Jefferson Meetings in American history classes. As preparation, students receive discussion guides prepared by the Jefferson Foundation. During a Jefferson Meeting, students break into committees to clarify ideas and coalesce into advocates and opponents of particular stands. They then report out on a pro-con basis for full-scale Constitutional debates.

After sessions in individual classes and schools, student delegates were to be chosen for a major city-wide forum. At a public session in the fall of 1987, students were scheduled to join community people for a full-dress Jefferson Meeting. Both Merriman and Periera say students can hold their own very well in these adult-student dialogues. A ground rule for all Jefferson Meetings is that individuals are identified by name, not by title or occupation, a rule which reduces the intimidation of credentials. [Con-

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"...1987 marks 200 years of a wholly new idea of government—embodied in the oldest written instrument of national government in the world. This great document, which can be read in about 15 or 16 minutes, is not well known by most Americans. A Gallup poll taken in 1979 showed that 76 percent of adult Americans did not know the subject matter of the First Amendment. Four years later, an article in ***U.S. News & World Report*** *noted that nearly 25 percent of the 17-year-olds polled thought it was illegal to start a new political party. Forty percent said the President could declare an act of Congress unconstitutional. Clearly, we have a massive educational task before us."*

Former Chief Justice Warren E. Burger

[from article prepared for
The School Administrator, May, 1987]

stitutional Rights Foundation, One Quincy Court, Suite 730, 220 South State Street, Chicago, Illinois 60604 (312) 663-9057]

The Chicago School/Community Jefferson Meetings on the Constitution are among the many approaches schools are devising to explore with students the basic social contracts of the United States, the Constitution and the Bill of Rights. As in Chicago, many involve collaborations with national and community groups. The Chicago effort, which the CRF hopes will become an annual event, draws upon the expertise of the Jefferson Foundation of Washington, the Constitutional Rights Foundation of Chicago and Los Angeles, and the resources of the Chicago schools and community.

In a second effort keyed to the Bicentennial, schools in seven counties in the Chicago area are participating in a **Bicentennial newspaper contest** to stimulate high school papers to do special issues on how the Constitution affects their own lives and their own schools. Sponsored by the Chicago *Sun-Times* the contest encourages every department of school newspapers to treat Constitutional issues. Thus, says Pereira, the sports column might have an editorial on whether testing for drugs is constitutional. In the process, it is hoped that student journalists will turn to their history, government and other content teachers for help in gaining greater insights into complex questions. The winning newspaper receives a computer and printer from the *Sun-Times*, but in the process, hundreds of others students will have analyzed ways the Constitution and Bill of Rights affect their lives and their schools right now.

Even without the incentive of a prize, a special issue of the school paper devoted to constitutional issues is an easily replicable idea for any district. It offers a fine opportunity for teachers of history, law, government and current problems to function as resource consultants for the paper's staff as they help students understand the direct relevance of the Constitution and Bill of Rights to their own lives.

THE CONSTITUTION AND BILL OF RIGHTS AS CENTERPIECES OF A CITIZENSHIP PROGRAM

While educators disagree on some aspects of what constitutes appropriate education of youth for citizenship, the central importance of the Constitution and Bill of Rights is unchallenged. These documents and the Declaration of Independence are the basic government charters on

which our system is based. They express the fundamental values and premises upon which American government and society operate. If students can truly understand them in their modern context, they have come a very long way toward being civic literates.

Bicentennials of the Constitution and Bill of Rights from 1987 to 1991 present schools with superb opportunities to bring these documents alive and demonstrate their daily relevance. For the various Bicentennials (convening the convention, signing the Constitution, ratification by individual states, formation of the first government, first elections, draft of the Bill of Rights, ratification of the Bill of Rights) a media blitz is generating videos, commemorative magazines, books, teaching guides, television programs, and warehouses of text materials. Citizenship educators hope that enthusiasm generated in the Bicentennial will resonate far beyond the four-year celebrations as the United States enters its third century as a republic. Certainly the curricular materials generated now will be available long after the Bicentennial.

Chief Justice John Marshall wrote that the Constitution was "intended to endure for the ages...and consequently to be adapted to the various crises of human affairs." He also wrote that it is meant to be understood by the public. That is no simple task. In an introduction to a recent book on the Constitution, *How Free Are We?* by John Sexton and Nat Brandt, the distinguished government scholar James MacGregor Burns commented candidly, "I defy you to read the Constitution without finding your eyes glazing over." It is, as he says, "fearfully complicated, but it is always there governing."

"It would be nice if...the Constitution were an easily understandable document allotting plain and simple grants of power—perhaps giving the majority total power to govern until the next election and giving the minority the right to oppose. But...the Constitution divides power in complicated ways in order to tame it, and to prevent government, public or private, from 'ganging up' against people's liberties. The price we have to pay—and a rather small price it is—for living under a constitution that so nicely balances power is that we have to study the Constitution, learn its habits, understand its needs, know how to make use of it."

Former Chief Justice Warren Burger, chairman of the U.S. Bicentennial Commission, recently told students at Annapolis Senior High School that Americans take the Constitution for granted, but it was "hard to get and we have to be careful to be sure we keep it." He has repeatedly called on the nation to join in a "reading, a learning and an examination of the basic propositions" of the Constitution and Bill of Rights. Or, as a group of historians has said, it needs to be cerebrated as well as celebrated. Schools are a central part of that effort. The experience gained and the materials developed will be useful far into the 1990s as a major part of any citizenship program.

KEY DATES IN THE BICENTENNIALS

May 25, 1787	Opening of the Constitutional Convention
May 29, 1787	Virginia Plan Offered, suggesting total revision, new form of government
June 19, 1787	Convention Decides not to Amend Articles of Confederation; to adopt Virginia plan
Sept. 17, 1787	All 12 state delegations present vote for the new Constitution
Oct. 27, 1787	First *Federalist* article appears
Dec. 7, 1787	Delaware is first state to ratify
Dec. 12, 1787	Pennsylvania ratifies
Dec. 18, 1787	New Jersey ratifies
Jan. 2, 1788	Georgia ratifies
Jan. 9, 1788	Connecticut ratifies Massachusetts convention convenes; anti-federalists reluctant to support document without bill of rights
Feb. 6, 1788	Massachusetts ratifies, recommends 9 amendments, including grant to the states of powers not reserved for Federal Government
March 24, 1788	Popular referendum in Rhode Island rejects Constitution 2945 to 237
April 28, 1788	Maryland ratifies
May 23, 1788	South Carolina becomes 8th state to ratify
June 2, 1788	Virginia opens debates on Constitution, with Patrick Henry leading the opposition, James Madison those in favor
June 17, 1788	New York convention convenes

June 21, 1788	New Hampshire ratifies, putting Constitution into effect, but backers worried because New York and Virginia still to vote
June 25, 1788	Virginia ratifies, asks for a bill of rights
July 26, 1788	New York ratifies, recommends bill of rights
Sept. 25, 1788	Congress presents 12 proposed amendments to the Constitution to the states
Nov. 21, 1788	North Carolina ratifies Constitution
Jan. 7, 1789	First Federal Elections in the 11 ratifying states
February 4, 1789	Electoral College elects Washington as first President
March 4, 1789	First Congress convenes in New York
April 30, 1789	Washington inaugurated
May 29, 1789	Rhode Island becomes last of 13 states to ratify Constitution
Sept. 25, 1789	Congress adopts proposed Amendments for a Bill of Rights
Nov. 20, 1789	New Jersey first state to ratify Bill of Rights
Dec. 15, 1791	Bill of Rights adopted when the vote in Virginia brings to three-quarters the number of states ratifying

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RESOURCES FOR SCHOOL BICENTENNIAL PROGRAMS

To coordinate national efforts, the **U.S. Bicentennial Commission** [734 Jackson Place NW, Washington DC 20503 (202) USA-1787] has named clearinghouses on each coast. They are responsible for leadership training, scheduling, promotion and other efforts. Contact with one of the clearinghouses should be an early step in developing any district's Bicentennial plans. The Bicentennial Commission has recognized several educational projects sponsored by public service groups, national associations, government agencies, foundations, and others.

East coast coordinator is the Council for the Advancement of Citizenship, a national clearinghouse primarily serving member organizations through workshops, conferences, and newsletters. [One Dupont Circle, NW, Suite 520, Washington DC 20036; Diane Eisenberg, executive director; Betty Bracht, project manager (202) 861-2583]

West coast coordinator, the Center for Civic Education, is a leader in developing law-related citizenship materials, teaching guides, curriculum and other materials and services. [5115 Douglas Fir Road, Suite 1, Calabasas, California, 90302; Charles Quigley, executive director, Pam Andrews, project manager (818) 340-9320]

- The groups cited in Chapter 4 as leaders in law-related education have all prepared excellent materials for Constitutional studies. For instance, the Constitutional Rights Foundation publishes a series titled **"Bill of Rights in Action."** Beginning with the fall, 1986 issue, the series highlighted both the historical context of individual rights and contemporary applications. Volume 1, "Foundations of the Constitution," examines the Magna Carta and the Federalist Papers. Published four times a year, the series is available free from CRF. [601 S. Kingsley Drive, Los Angeles, California 90005]
- The **American Bar Association's Youth Education Committee** has augmented its already extensive activities for the Bicentennial. Among the major activities is a national **Mock Trial competition** in 1987 to commemorate the Bicentennial. *We the People—A Program Planning Guide* provides instructions on how to organize for community activities, build coalitions, work with the media, and includes a bibliography of written and audiovisual materials on constitutional topics. Price $5. [For a list of Youth Education Committee resources in Constitutional studies, contact Charlotte Anderson, Special Committee on Youth Education for Citizenship, ABA, 750 N. Lake Shore Dr., Chicago, Illinois 60622.]

- Schools should also query their **state bar association** for information on special youth projects. Many state committees have exemplary programs of workshops, publications, and other services for law-related citizenship materials. Most can give practical assistance in Constitutional and Bill of Rights studies. As noted previously, the **Arizona** bar, for instance, holds summer workshops on the Constitution for teachers. In **Iowa,** the **Young Lawyers** section of the ABA is sponsoring a **Constitutional Quiz** for 7-12. Winners (drawn at random from those entering) receive a special trip to Washington. [Young Lawyers Section, Iowa State Bar Ass'n. Box 2107 Cedar Rapids, Iowa 52406]
- **"We the People"** is a multifacted educational program on the Constitution aimed at both students and the general public. Sponsored by a consortium led by the ABA Commission on Public Understanding about the Law and the Special Committee on Youth Education, it draws on the resources of major national institutions including the American Newspaper Publishers Association, the National Association of Broadcasters, and the Smithsonian Institution. In conjunction with American Newspaper Publishers Association, "We the People" is producing Sunday supplements on the Constitution, plus other Bicentennial publications and resources. "We the People" runs workshops for teachers and community leaders, such as the one in May, 1987 at the Smithsonian, "Our Constitutional Roots."
- Three times a year, "We the People" publishes **Salute to the Constitution**, a newsletter for educators and project leaders on Bicentennial activities (including various contests for students) and resources for young people. *Salute* is a good source of information on where to get teaching guides for television programs shown during the Bicentennial. Free upon request. [We the People, ABA Commission on Public Understanding About the Law, ABA, 750 Lake Shore Drive, Chicago, Illinois 60611 (312) 988-5725]
- **Copies of the Constitution** may be ordered in a 31 by 38 inch poster format for $3.50 from the National Archives, Publication Service Branch, Washington DC, 20408. Free pocket-sized copies of the Constitution, and fairly inexpensive **Bicentennial calendars** for 1987 and 1988 with day-to-day historical information are available from the Commission on the Bicentennial of the U.S. Constitution [736 Jackson Place, NW, Washington DC 20503].
- The **Miracle at Philadelphia** project has even come up with a set of **baseball-type cards featuring the 55 delegates** to the Constitutional Convention. They are available at $6.50 a set from Bookstore, Eastern National Parks and Monuments Assn., 313 Walnut Street, Philadelphia, Pennsylvania 19106.

- The **Jefferson Foundation** has prepared **teachers packets** and **discus-**

sion guides for six frequently proposed changes in the Constitution: Electoral College Reform, Article V on Amending the Constitution, Presidential Terms, Legislative Terms, Vetoes and Separation of Power, and Judicial Independence. Individual discussion guides are 75 cents, a full teachers packet $12. [The Jefferson Foundation, 1529 18th Street, NW, Washington DC 20036]

- *The Constitution, Evolution of a Government*, is a teaching unit developed by the **National Archives** and **the Social Issues Resources Series, Inc.,** as a supplement to classroom study of the constitutional period and issues. It consists of 20 exercises, each of which includes reproductions of documents from the National Archives and suggests classroom activities based on the documents. $30. [Special Issues Resources Series, Inc., PO Box 2507, Boca Raton, Florida 33427]
- **The Institute for Citizenship in the Law** (formerly Street Law) has a new (1987) 10-unit curriculum for 10-12, *Teaching Today's Constitution*. The Institute has offered **conferences** and **seminars** for teachers and lawyers in the Washington area. It is also instrumental in the National Training and Dissemination project sponsored by the Department of Justice and now operating in 25 states. This project, developed in cooperation with the ABA, the Constitutional Rights Foundation, the Center for Civic Education and Phi Alpha Delta, provides technical assistance in setting up private-public partnership conferences involving community, school, and the private sector. The institute's forthcoming curriculum on the Constitution draws on the experience of all the organizations cited in preparing classroom materials, teacher training and support, and workshops and conferences. [25 E Street, NW, Suite 400, Washington, DC, 2001 (202) 662-9620.]
- The ABA-sponsored magazine, **Update: on Law-Related Education**, published three times a year, is a continuing source of excellent 5-12 citizenship material, and during the Bicentennial is spotlighting Constitutional themes. $9.50 a year, $14.50 for a special 10-issue Constitutional packet. [ABA address above]
- **Scholastic Update** also has a strong Constitutional focus, beginning with the special September 8, 1986, issue. Each issue of the Scholastic elementary periodicals is running special citizenship articles and activities throughout the Bicentennials, with calendars and other timely materials.
- **"The Constitution: That Delicate Balance,"** and recreating the **debates at the Constitutional Convention,** and highly praised when first televised, will be rebroadcast by the Public Broadcasting System during the Bicentennial. Series producer Fred Friendly has written (with Martha Elliott) a book by the same title, published in 1984 by Random House, and suitable for use in more able classes. PBS has also scheduled four series on the Constitution during 1987-88, including "Conversations on the Constitution with Bill Moyers."

- **"We the People"** also has a television series scheduled, as well as 13 half-hour radio programs on the National Public Radio. Discussion and resource guides are available for both elementary and secondary teachers.
- **"A Celebration of Citizenship,"** involving numerous educational leadership organizations, stimulated by the American Newspaper Publishers Association (ANPA) will result in a tribute to the U.S. Constitution. On September 16, 1987, the group hopes to promote a "teach in" which will include a national broadcast on radio and television. Among highlights are a reading of the Pledge of Allengiance to the flag led by President Ronald Reagan and a reading of the Preamble to the Constitution by former Chief Justice Warren E. Burger. A total of 105,000 schools were invited to participate. During 1987, information is available from: A Celebration of Citizenship, American Newspaper Publishers Association Foundation, The Newspaper Center, Box 17407 Dulles Airport, Washington, DC 20041.
- The American Library Association has published a series of attractive posters to commemorate the Bicentennial of the Constitution.
- **Lessons on the Constitution**, a book of 60 units on the Constitution is being distributed by the Social Science Education Consortium; 855 Broadway; Boulder, Colo.; 80302. The highschool level book costs $19.50 and lessons could be adapted for use in 6th, 7th, and 8th grade classes. Halley said the book is particularly useful for its bibliographic references.

- The National Education Association will be mailing by June 1 camera-ready lesson plans for kindergarten through sixth grade to all association local presidents. Additional copies of the plans are available at cost by writing to the association, 1201 16th St. N.W.; Washington, D.C. 20036.

BEYOND THE BICENTENNIAL

While the Bicentennials provide the immediate excitement of a celebration, the concepts in the documents celebrated are fundamental to citizenship education year in, year out. Lessons and activities piloted or introduced as Bicentennial projects might become regular parts of the curriculum and school activities. They should be a key part of any district's citizenship program.

More than a decade ago Watergate judge John Sirica suggested six elements that might be made the centerpiece of any citizenship program: the concepts of unity, justice, peace and tranquility, national defense, general welfare and liberty. These are, of course, taken from the Preamble to the Constitution. Each presents a challenging assortment of values,

problems, current issues, and competing points of view for discussion and analysis at any grade level. For instance, the concept of unity opens up discussion of cultural pluralism, bilingual instruction, working together in groups, minority rights vs. majority rule and so on.

In the 1977 publication of the National Task Force on Citizenship Education sponsored by the Danforth and Kettering Foundations, Isidore Starr, professor emeritus, Queens College, Scottsdale, suggested inquiry into five major ideas in the constellation of democratic thought. He said the first four, liberty, justice, equality, and property, are, in Paul Freund's phrase, moral standards wrapped in legal commands." Each of the first four concepts operates within the context of the fifth concept, power. The Constitution is, to a significant degree, about containing and harnessing the power of government.

Starr's conclusion, written before the 1976 Bicentennial of the Declaration of Independence, is fully relevant today for every school:

"In the next fourteen years the American people will be celebrating two more Bicentennials: in 1987, the drafting of the Constitution, and in 1991, the ratification of the Bill of Rights. Each document is a historic landmark, a constitutional classic, and a philosophical response to a great challenge. The Declaration explains the breaking of a social contract, the Constitution represents the making of a social contract, and the Bill of Rights sets forth moral-ethical principles protecting the secular natural rights of individuals against oppressive government. It is simply not possible to appreciate these events without analyzing the ideas embedded in these texts."

The Bicentennials offer an unmatched opportunity for schools to reconsider the importance of citizenship in their programs. The events, with all the televised hoopla, give teachers an opening to test new methods for bringing students to a sharper understanding of their vital role as citizens in the ongoing experiment that is American democratic government.

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Recommendations for Strengthening Civic Education

Education for Responsible Citizenship: 1977 Report of the National Task Force on Citizenship Education

PREAMBLE

In the Constitution, certain basic principles were enunciated by "We, the people." Many citizens maintain that a central function of the schools is to assure the affirmation of these principles by each succeeding generation. The achievement of this affirmation is the task of citizenship education. With the erosion of the educational roles of home, community, religious institutions and employment, the burden of this task falls increasingly on the schools.

RECOMMENDATION NO. 1: Citizenship education courses as they exist often are limited to the study of government and economics. The base of these courses should be broadened to include Constitutional rights and liberties, the environment, ethical values, interdependence of peoples, and human rights and responsibilities.

RECOMMENDATION NO. 2: The goals of civic education should be knowledge of the political system and how it really and ideally works, development of the skills of participation in civic life, improvement of civic competence, commitment to values compatible with the principles which underlie democratic institutions and a capacity to analyze the consequences of these values, and development of self-esteem so that all individuals feel that their participation in civic life can make a difference.

RECOMMENDATION NO. 3: In all schoolwork dealing with civic competence, and in school-directed community experiences, students should be associated heterogeneously.

RECOMMENDATION NO. 4: Programs to assist young people in becoming responsible citizens should have clearly stated objectives, be continually pursued, and be constantly reassessed. Educators must recognize that every curricular and extracurricular activity, in both the elementary and secondary schools, carries inherent components of citizenship education.

RECOMMENDATION NO. 5: Civic education in the elementary school should be considered as a multidisciplinary subject, with all teachers responsible for its practice and development. The responsibility for teaching civic education in secondary schools rests with the entire school staff. English and social studies teachers have a special opportunity to make impact in this area, because the concepts of justice, liberty, and equality are intrinsic to the subject matter.

RECOMMENDATION NO. 6: Civic education courses should lead the student to an awareness of major social and political trends; a need for balance and perspective in dealing with local, state, national, and international problems; and a recognition of the implications of the interdependencies of nations and the necessity for more compatible and compassionate relationships between developed and developing nations.

RECOMMENDATION NO. 7: The development of an effective civic education curriculum requires three elements: appropriate content for study, teachers prepared to guide student learning, and school procedures which foster the values and skills required in a democratic society. The stated purposes of citizenship education too frequently are contradicted by the "hidden curriculum"—the informal learnings which are provided through the teacher's behavior, the classroom norms, and the interactions between teacher and student and among students.

RECOMMENDATION NO. 8: Because values and ethical issues are central to civic education, schools should be encouraged to use moral-education concepts, as well as law-related materials and community-based experiences reflecting the values of the community.

RECOMMENDATION NO. 9: Among the experiences for high school graduation should be a practicum in civic education. This requirement could be met by supervised community action-oriented volunteer service projects in hospitals, municipal departments, courts of criminal justice, or any other socially valuable area. Community service experience should be related to work in the classroom and monitored by teaching personnel.

RECOMMENDATION NO. 9: Civic education courses should involve a broad range of participants from the community in addition to school staff.

Recommendations 10 through 15 set forth responsibilities of specific groups to the total civic education program.

RECOMMENDATION NO. 10: *The Federal Effort*. A national effort in the field of civic education, with Congressional guidelines and funding, should be implemented under the supervision of the Office of Education (now the U.S. Department of Education). While the programs themselves should be designed and administered at the local level, Congress should enact civic education legislation comparable in scope and urgency to the National Defense Education Act to stimulate local efforts across the nation.

RECOMMENDATION NO. 12: *The State Effort*. Each state department of education should participate in advancing citizenship education programs based upon input from citizens and the best research in the field.

RECOMMENDATION NO. 13: *The School Board*. The school board, as the body directly responsible to the people, should form citizen advisory committees to help define the goals of the school in the area of political acculturation. Looking beyond its own community, the board should pay special attention to the instruments and conclusions of organizations such as the National Assessment of Educational Progress, which periodically conducts an evaluation of citizenship education at the national level.

RECOMMENDATION NO. 14: *The Superintendent*. The superintendent is charged with maintaining the quality of the civic education program of the schools. He or she must regularly evaluate progress in this area and remain alert to opportunities for expanding and improving the program.

RECOMMENDATION NO. 15: *The Principal:* The school principal is the key person in establishing a positive climate necessary for effective citizenship education in the school, and the degree of commitment by the principal usually determines the quality of the civic education program. To gain more effective leadership from its school principals, society needs to broaden the preparation and authority of those holding this position.

RECOMMENDATION NO. 16: *The Teacher*. In preparation for teaching, all teachers should receive an internship in government, municipal affairs, health service, the criminal justice system, or some other related area. Teachers should learn to deal with controversial issues on the basis of

scholarship without indoctrination. They must know how to lead small groups effectively.

Authorities responsible for educating teachers should make sure that the most competent and capable people are recruited for the task of teaching civic education.

RECOMMENDATION NO. 17: Student responsibilities should be placed in the same positive context as student rights. As every right has a corresponding responsibility, the schools should place a balanced emphasis on both.

RECOMMENDATION NO. 18: School governance, separate and distinct from courses of study, should be integrated in the curriculum and in all school activities. The practices of student government should be consonant with the principles of civic education. Students should be encouraged to act on issues of concern to them—community issues as well as school issues. It is essential that the environment of the school be just and democratic.

RECOMMENDATION NO. 19: The orderly and effective transition from youth to adulthood is a prime purpose of education. The schools should encourage communication between young people and the existing adult culture. To provide for an expanding relationship between students and adults, the school should become a center for community activities.

RECOMMENDATION NO. 20: The schools should do all in their power to develop in students an analytical and inquiring mode of television viewing. Citizens should bring pressure to bear on both television networks and local channels, urging them to assume responsibility for helping the individual to deal more intelligently with public affairs, to reinforce the sense of history, and to develop a feeling of stewardship for the future.

RECOMMENDATION NO. 21: Adolescents should be taught the importance of negotiating, and the skills involved in this process, in order to guide their understanding of the meaning of compromise in the democratic resolution of problems.

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